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# EAST BAY REGIONAL PARK DISTRICT

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## DRAFT MASTER PLAN 1996

September 17, 1996



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# REGIONAL PARKS

EAST BAY REGIONAL PARK DISTRICT

September 17, 1996

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Dear Friend,

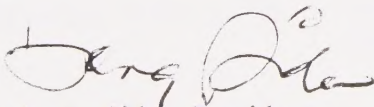
The East Bay Regional Park District has recently completed work on a Draft Master Plan. In their acceptance of the draft plan, the Board of Directors established a public review process and now invites your review and comment. The draft Master Plan proposes policies to guide the District over the next decade, both to protect the region's outstanding natural resources and to provide needed public recreation opportunities. Potential new regional parks and trails are also identified.

This draft plan has been prepared over the past 18 months by the District with the assistance of the District's citizen-based Park Advisory Committee. The Park Advisory Committee will host six Public Forums in October at locations throughout the District (see accompanying notice) to hear your comments. Comments in writing are also welcome and can be sent to the District at:

East Bay Regional Park District  
2950 Peralta Oaks Court  
Oakland, CA. 94605.0381  
Attn: Karen Parsons

The Regional Park District was founded through the participation of citizens such as yourselves. Please help us continue this tradition and participate in the plan for the East Bay Regional Park and Trail System of the 21st Century.

Sincerely,

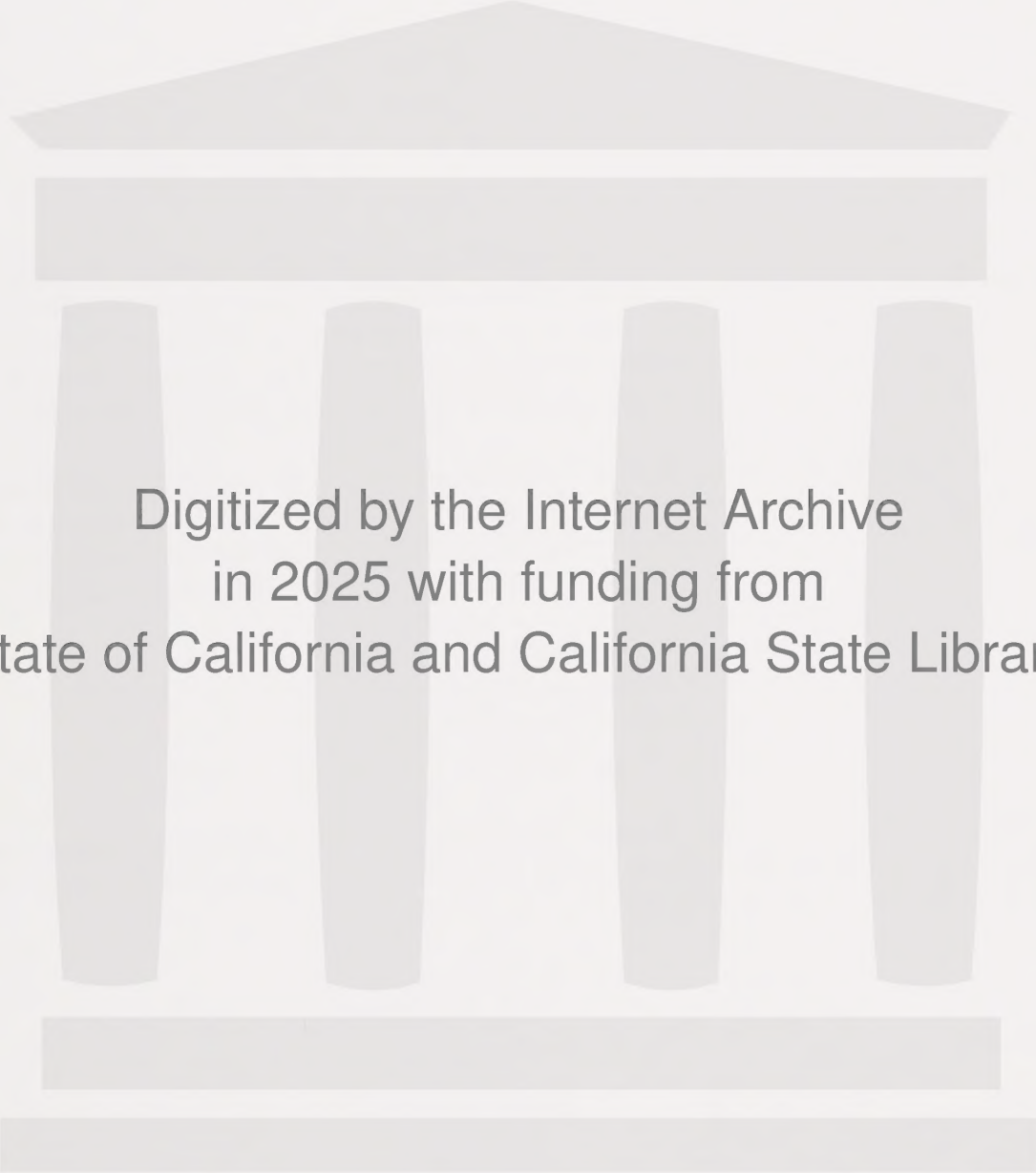


Douglas L. Siden, President  
Board of Directors  
East Bay Regional Park District

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**EAST BAY REGIONAL PARK DISTRICT  
ANNOUNCEMENT**

**PUBLIC REVIEW SCHEDULE FOR THE  
DRAFT  
MASTER PLAN 1996**

The East Bay Regional Park District announces the release of the Draft Master Plan 1996, which updates the District policies and proposed future parks and trails. The Draft contains the Mission/Vision and policies on Natural and Cultural Resources, Public Access and Services, Planning and Acquisition, Human and Financial Resources, and Our Shared Future (priorities).

We hope that one of the following public forums will be convenient for you to attend and express your opinions concerning the Draft Master Plan. **Please join us! All meetings start at 7:00 pm.**

**Wednesday October 2:**     **Livermore City Council Chambers**  
3575 Pacific Avenue

**Thursday, October 3:**     **Pinole Senior Center**  
2500 Charles Avenue

**Thursday, October 10:**   **Brentwood City Council Chambers**  
708 Third Street

**Wednesday, October 16:**   **Oakland at Joseph Bort Metro Center at MTC**  
101 8th Street

**Thursday, October 17:**   **Fremont at Niles Elementary School**  
37141 2nd Street

**Wednesday, October 23:**   **Walnut Creek City Council Chambers**  
1666 North Main Street

Public Comments on the Draft will be received until 5:00 pm on October 25, 1996. Written comments may also be sent to the address shown below. If you have any questions, please call Karen Parsons at (510) 635-0138 x2323. (CEQA review will follow MP review.)

**Planning/Stewardship Department, East Bay Regional Park District,  
2950 Peralta Oaks Court, P.O. Box 5381, Oakland, CA 94605-0381**



Please send your comments concerning the  
**East Bay Regional Park District, Draft Master Plan 1996.**

You may write on this sheet, fold, stamp and tape it closed.

(The District address is on the back.)



East Bay Regional Park District  
Planning/Stewardship Department  
2950 Peralta Oaks Court, P.O. Box 5381  
Oakland, California 94605-0381



# **EAST BAY REGIONAL PARK DISTRICT**

## **DRAFT MASTER PLAN 1996**

**Referred for public review by the Board of Directors  
September 17, 1996  
Resolution # 1996-9-249**

EBRPD Headquarters  
2950 Peralta Oaks Court  
P.O. Box 5381  
Oakland, CA 94605

Contact Person  
Karen Parsons, Planning/Stewardship Department  
Telephone: (510) 635-0138 extension 2323  
Fax: (510) 635-3478

**Comments regarding the Draft Master Plan must be received by the  
Planning/Stewardship Department by October 25, 1996.**



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# **EAST BAY REGIONAL PARK DISTRICT 1996 MASTER PLAN**

## **CHAPTER I THE EAST BAY REGIONAL PARK DISTRICT**

### **INTRODUCTION: PURPOSE OF THE MASTER PLAN**

The East Bay Regional Park District (EBRPD) provides and manages the regional parks for Alameda and Contra Costa Counties, a 1,700 square mile area which is home to 2.3 million people. This Master Plan defines the vision and the mission of the East Bay Regional Park District and sets priorities for the next ten years. It explains the District's multi-faceted responsibilities and provides a framework for the decisions of the Board of Directors and staff.

Public service is the District's primary function. To this end, the Master Plan provides policies and guidelines for achieving the highest standards of service in resource management, interpretation of natural and cultural resources, public access, and recreation. These policies seek to guide the stewardship and development of the parks in such a way as to maintain a careful balance between the recreational use of parklands and the need to protect and conserve them for all to enjoy.

The 1996 Master Plan has been prepared with the active participation of the District's citizen-based Park Advisory Committee (PAC) and with extensive review and comment from the community.

### **A. PURPOSE AND ROLE OF THE EAST BAY REGIONAL PARK DISTRICT**

#### ***1. Vision***

**"The need is a vital one....  
The charm of the region as a place in which to live  
will depend largely upon natural conditions  
that are destined to disappear unless  
properly protected for the public in general."**

Report on Proposed Park Reservations for East Bay Cities  
Olmsted Brothers and Angel F. Hall, December, 1930

This founding vision will continue to inform and guide the East Bay Regional Park District as the enduring statement of its social and environmental responsibilities. With this Master Plan, the Board of Directors and the staff re-dedicate the East Bay Regional Park District to the conservation of open space resources and the provision of outdoor recreational opportunities for present and future generations.

## **2. Mission**

**The East Bay Regional Park District will achieve its vision in the following ways:**

- a. Provide a diversified system of regional parklands, trails, and parkland-related services that will offer outstanding opportunities for creative use of outdoor time.**
- b. Acquire and preserve significant biologic, geologic, scenic, and historic resources within Alameda and Contra Costa Counties.**
- c. Manage the parklands so that they retain their important scenic, natural, and cultural values.**
- d. Interpret the parklands by focusing on both the visitor's relationship to nature and the values, natural processes, ecology, and history of the parklands.**
- e. Improve access to and use of the parks by members of groups that have been under represented, such as disabled, economically disadvantaged, and elderly visitors.**
- f. Balance environmental concerns and recreational opportunities within regional parklands.**
- g. Provide recreational development that fosters appropriate use of parklands while preserving their remoteness and intrinsic value.**
- h. Create quality programs that recognize the cultural diversity represented in the region.**
- i. Participate in partnerships with public agencies, nonprofit organizations, volunteers, and private corporations to achieve mutual goals.**
- j. Provide leadership to help guide land use decisions of East Bay governments that relate to the District.**
- k. Ensure open and inclusive public processes.**
- l. Pursue all appropriate activities to ensure the fiscal health of the District.**
- m. Support the development and retention of well trained, dedicated, and productive employees**

## B. DESCRIPTION OF THE EAST BAY REGIONAL PARK DISTRICT

The jurisdiction of the East Bay Regional Park District (EBRPD) includes all of Alameda and Contra Costa Counties. The District is the primary provider of regional park facilities and activities for this two-county area. The regional park system consists of 56 regional parks and over 1,000 miles of trails on approximately 83,000 acres of land. The District is governed by a publicly elected Board of Directors. Its administrative headquarters are located in Oakland, California.

Under the *California Public Resources Code* (Article 3, 5500 series), the District has the power to “...acquire land...to plan...develop...and operate a system of public parks, playgrounds, golf courses, beaches, trails, natural areas, ecological and open space preserves, parkways, scenic drives, boulevards and other facilities for public recreation, for the use and enjoyment of all the inhabitants of the District...to conduct programs and classes in outdoor science education and conservation education...to employ a police force...prevent and suppress fires...and to do all other things necessary or convenient to carry out the purposes of the District.” This broad mandate is key to understanding the District’s complex responsibilities to its constituents.

The regional parks offer an extraordinary choice of educational and recreational activities. The District’s Interpretive Division operates nine interpretive and educational centers (including two summer-only satellite centers and one outdoor exhibit), and provides programs to interpret the natural, cultural, and historical features of the region, such as the Patterson house and historic farm (Ardenwood), sand and coal mines (Black Diamond), Native American shell mounds (Coyote Hills), a botanical garden of California plants and a nature area (Tilden), oak woodland and grasslands (Sunol), and the San Francisco Bay shoreline (Crown Memorial State Beach).

Most of the regional parklands are large open space areas where the public can roam the trails by foot, horseback, or bicycle. Trail users have access to 1,000 miles of trails within the parks including 150 miles of inter-park regional trails. The ridges and peaks afford spectacular panoramic views of the San Francisco Bay Area. The valleys, canyons, and large open space expanses provide seclusion and escape from the hustle bustle of the surrounding urban environment. (See Figure 1, Existing Parks and Trails, p. 5)

Park entrances are designed for easy access, and recreational facilities are generally located close to the edges of the parks. Park facilities include picnic sites, some with turf meadows and children’s play structures; camping areas, both nearby and remote; and miles of multi-use trails. Lakes, lagoons, and shoreline areas offer opportunities for swimming, boating, fishing and other water-related activities.



## **C. HISTORY OF THE EAST BAY REGIONAL PARK DISTRICT**

The first regional parks were established on watershed land owned by the East Bay Municipal Utility District (EBMUD). In 1928, when EBMUD declared surplus some 10,000 acres of former watershed lands in the East Bay hills, the announcement was the impetus for a concerted effort by East Bay community leaders who had urged unsuccessfully for years that at least some of these lands should be open to the public.

Ultimately the regional park movement involved a cross-section of the East Bay community: outdoor recreation enthusiasts, politicians, city officials, academicians, men's and women's service clubs, and ordinary citizens who recognized the value of regional parks close to home. A vigorous lobbying effort culminated in the passage in 1933 of AB 1114, which authorized establishment of a regional park District and a board to govern it. Then on November 6, 1934, voters approved the East Bay Regional Park District and its tax rate by a margin of greater than two to one.

The foresight of the community leaders who seized the opportunity to preserve open space lands for public recreational use was especially remarkable in that it anticipated trends that were not obvious at the time. In 1934, America was experiencing the worst economic depression in its history. Neither the Golden Gate nor the Bay Bridge was finished. Alameda County had a population of only 475,000 people. Contra Costa County was mostly farms and ranches--its urban and suburban expansion awaited World War II and the postwar baby boom. Although there was open space all around, concerned citizens realized that it would have to be formally set aside as parkland in order to preserve the region's natural beauty for present and future inhabitants to enjoy. Their efforts lead to the creation of the East Bay Regional Park District.

The District's subsequent history has been one of increased service, both in terms of land stewardship and programmatic responsibilities, as its constituency has become more populous, complex, and culturally diverse. Gradually at first, then more rapidly, the District acquired more parklands and expanded its area of jurisdiction. The Hayward area joined the District in 1956. Fremont voters approved annexation in 1958. Most of Contra Costa County joined the District in 1964, the Pleasanton area in 1966, East Contra Costa in 1981, and finally the Livermore area in 1992, resulting in the full two-county jurisdiction.

With increasingly complex demands upon District resources came the need for increasingly sophisticated planning processes. The District's first comprehensive, two-county master plan was approved in 1973. It outlined balanced acquisitions to be distributed throughout the region, and also envisioned a wide variety of parklands for the public to enjoy. Since then the Master Plan has been revised every six to seven years to reflect the rapid changes that the region is undergoing and the new circumstances to which the District must respond.

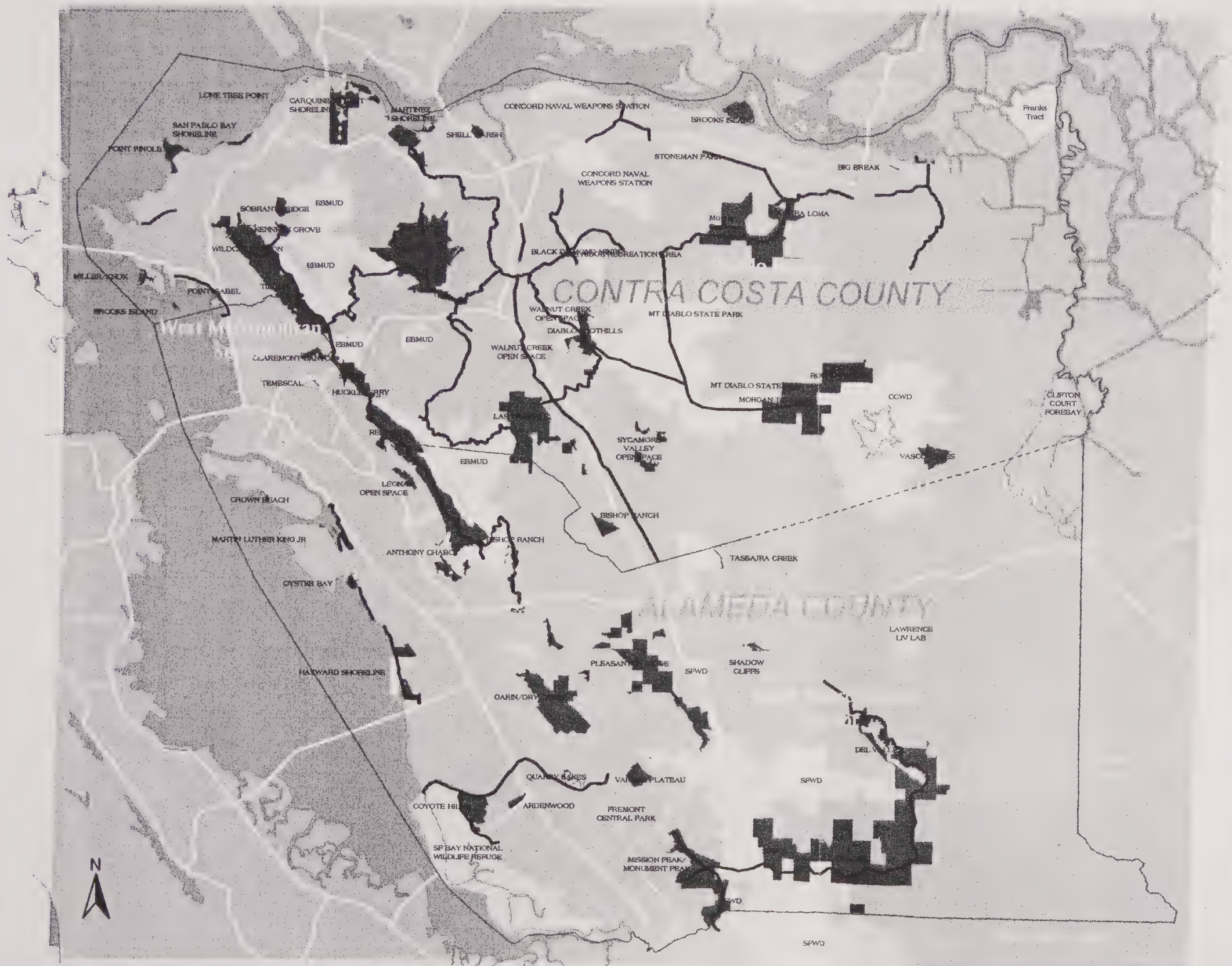
Public open space and recreation are key elements of the quality of life in Alameda and Contra Costa Counties. This philosophy, established in the 1930s, will continue to guide the East Bay Regional Park District into the next century.



East Bay  
Regional Park District

Existing  
Parks & Trails Map

~ DRAFT ~



- Existing Regional Trails
- Existing EBRPD Parkland
- Other Agency Lands
- EBRPD Boundary  
(Contra Costa & Alameda Counties)
- Master Plan Sector Boundaries

of the East Bay Regional Park District and highlights the priorities for the next decade. The Master Plan concludes by discussing how the District prepares its annual budget, which is the chief vehicle for realizing the goals of the Master Plan, and by inviting interested residents to become involved.

Each chapter is divided into subject areas that contain explanatory background information, with associated policies in **boldface type**. These policies will guide our decision making and operations in the years ahead. We commend them to your particular attention, because they are the heart of the Master Plan and the roadmap for the future of the East Bay Regional Park District.



# **EAST BAY REGIONAL PARK DISTRICT 1996 MASTER PLAN**

## **CHAPTER II NATURAL AND CULTURAL RESOURCES**

### **INTRODUCTION: RESOURCE MANAGEMENT**

The various natural and cultural resources of the East Bay Regional Park District--whether a rare plant or animal, a valley grassland or chaparral-covered slope, an ancient petroglyph or bedrock mortar, a panoramic vista or a secluded dell--are all a public treasure. The 83,000 acres of mostly undeveloped, natural, open space parklands in Alameda and Contra Costa counties offer a variety of grassland, shrubland, woodland, forest, lake, shoreline, riparian<sup>1</sup> and wetland<sup>2</sup> environments, which provide essential habitat for a diverse collection of wild plants and animals. (Please See Table 1, Natural Resources Matrix, p. 16)

This chapter outlines the policies that pertain to natural and cultural resources on park land. Nearly all of the District's parklands are open space, natural areas. The policies for managing natural resources apply to these undeveloped areas as well as to developed areas where natural and cultural resources are found. Cultural resources include prehistoric and historic archaeological sites, which are protected. Most park "wildlands" (or natural areas) are managed to allow natural ecological processes to take place. Some areas, such as eucalyptus forests and fuelbreaks, may be managed more intensively.

The District has identified more than 500 sites containing distinctive or irreplaceable resources that require conservation and special management. These include sites containing species of plants or animals listed as rare, threatened, or endangered (RTE) by the state or federal government, sites with species included on a District list of special concern, sites having notable geological or paleontological features, and locations identified as unique natural habitat.

The District's natural resource management programs have a wide-ranging impact. Park wildlands are managed as portions of larger watershed areas, with the intent of conserving soil and water quality, promoting overall plant and animal diversity, providing supporting habitat for RTE species, and maintaining wildlife corridors as natural passageways for the movement of animals between open space areas. Interagency support and community cooperation are necessary to ensure the conservation and protection of natural resources, which often extend beyond artificially established boundary lines.

---

<sup>1</sup> Situated on the banks of a river or other body of water

<sup>2</sup> A lowland area such as a marsh or a swamp that is saturated with moisture and is a natural habitat of wildlife

Any comprehensive program to conserve biological resources must incorporate the concept of biodiversity, which calls for management that promotes variability within and among living organisms in an ecosystem. The District will continue to integrate the principles of biodiversity conservation into the management of its resources to maintain stable and functioning biological communities. This philosophy will help sustain healthy and balanced parkland environments for the education, enjoyment, and well-being of present and future generations.

## **A. WILDLAND RESOURCE MANAGEMENT**

Most of the lands managed by the East Bay Regional Park District are wildlands--natural areas that provide watershed, open space, recreation, and habitat for plants and animals. The goal of the District's wildland management program is to conserve and enhance important resource values such as soil, vegetation, wildlife, and water to ensure that natural parkland ecosystems are maintained in a healthy and productive condition. (Refer to "Wildland Management Policies and Guidelines," August 18, 1992, Resolution No. 1992-8-219.)

Management of wildland areas requires conservation practices that accomplish resource objectives consistent with the District's vision and mission. The District has additional legal responsibilities to protect state and federally listed rare, threatened, and endangered plant and animal species found in the regional parks, as well as a responsibility to its neighbors and downstream property owners to conduct sound and sensible management practices.

**The District will manage, conserve, enhance, and restore park wildland resources to maintain essential plant and animal habitat within viable, sustainable ecosystems.**

### ***1. Vegetation Management***

The regional park wildlands reflect the plant communities of the Bay Area: They contain a diverse mixture of native and non-native trees, shrubs, and annual and perennial herbaceous plants. Although the flora has changed considerably as a result of non-native plant introductions and increased urbanization, numerous native plants remain. Land use and vegetation changes over the past two centuries have irreversibly altered the landscape, making it necessary to use management techniques to maintain an ecological balance between native and non-native vegetation and to achieve wildland fire safety objectives.

All District vegetation management activities are designed to maintain plant community dynamics. The District manages most plant communities to preserve their intrinsic value as naturally functioning ecosystems. However, some parks contain pockets of introduced, non-native vegetation and agricultural or landscaped areas which require special management. Examples include groves of eucalyptus, pine and cypress trees, weed infestations, farm fields, orchards, and cultivated land. Areas of native vegetation within fuelbreaks, and some shrubland and woodland areas where natural and urban areas meet (the wildland/urban interface) may be managed primarily to provide a line of defense against wildfire. These areas will be designated as Special Management Features (see Chapter IV, page 43).

**The District will manage vegetation to conserve, enhance, and restore natural plant communities; to preserve and protect populations of rare, threatened, endangered, and sensitive plant species and their habitats; and, where possible, to enhance biodiversity and to achieve a high representation of native plants and animals.**

**The District will evaluate eucalyptus, pine and cypress plantations, and shrubland or woodland areas occurring along the wildland/urban interface on a case-by-case basis for thinning, removal, and/or conversion to a less fire-prone condition. The District will construct and maintain fuelbreaks, as necessary, to manage hazardous fuels and contain wildfires. The District will minimize the widespread encroachment of monotypic stands of coyote brush, poison oak, and broom on park land.**

**The District will manage agricultural sites and cultivated areas in accordance with appropriate agricultural and landscaping practices and integrated pest management methods; control noxious weed infestations, broom, and other invasive, non-native shrubs; and eventually replace these invasive plants with desirable native species.**

## ***2. Wildlife Management***

### **a. Terrestrial Wildlife**

The abundant and diverse assortment of birds, mammals, reptiles and invertebrates that dwell in the regional parks are an integral part of the ecology of the San Francisco Bay Area and an aesthetic natural feature of the parks that visitors greatly enjoy. The terrestrial wildlife found within the parks occupies a variety of habitats. Most species are native and adapted to the California landscape and climate. The District manages animals that are not native to the region or are feral (domestic animals that have returned to a wild, untamed condition) to minimize conflicts with native species. The District is responsible for the protection of all wildlife, including animals that are state and federally listed as rare, threatened and/or endangered, and others which are of local concern. Certain additional species, whose specific habitat requirements limit their population size and distribution, may require special management to reduce the potential for isolation or loss of the population.

**The District will conserve, enhance and restore native animal species and their habitats to maintain viable wildlife populations within balanced ecosystems. Non-native and feral animals will be managed to minimize conflicts with native wildlife species. The District will cooperate on a regular basis with other public and private land managers and recognized wildlife management experts to address wildlife management issues on a regional scale.**



## **b. Aquatic Wildlife**

East Bay residents have a rich and varied fisheries resource in the District's ten freshwater lakes, numerous ponds, streams, and miles of Bay and Delta shoreline. The District fisheries program protects, conserves, enhances, and restores native fish and amphibian species, and offers myriad recreational angling opportunities to the public (see Chapter III). Angler use fees support fish planting programs and habitat enhancement projects that encourage the growth of the game fish population. As part of this effort, and in cooperation with the California Department of Fish and Game, the District manages a major fresh water lake fishery enhancement program that includes habitat improvements and regular stocking of game fish.

**The District will conserve, enhance and restore native fish and amphibian populations and their habitats; will develop aquatic facilities, where appropriate, to create a wide variety of fisheries; will monitor fisheries resources to determine species composition, size, population, and growth rates; and will cooperate with the State Department of Fish and Game to conserve, enhance and manage its fisheries resources for ecological and recreational benefit.**

## **3. *Rare, Threatened, and Endangered Species Management***

Park wildlands contain numerous plants and animals that are designated as rare, threatened, or endangered (RTE) or are candidates for such a designation. Many of these species are indigenous to the Bay Area, while others occur more widely. These species are vulnerable to changing conditions brought about by natural processes or by human activities that introduce non-native plants and animals, destroy critical habitat, or eliminate individual species or populations. The District must comply with Federal and State Endangered Species Acts, which mandate protection of RTE species and their habitats. Other plants and animals found in the parks, while not officially listed, are locally rare and deserve some level of protection.

**The District will identify, evaluate, conserve, enhance and restore rare, threatened, endangered, or locally important species of plants and animals and their habitats, using scientific research, field experience, and other proven methodologies. Populations of listed species will be monitored through periodic observations of their condition, size, habitat, reproduction, and distribution. Conservation of rare, threatened, and endangered species of plants and animals and their supporting habitats will take precedence over other activities, if the District determines that the other uses and activities would have a significant adverse effect on these natural resources.**



#### **4. *Water Management***

##### **a. Water Resources**

District water resources are comprised of both surface and ground water. Surface waters include streams, lakes, ponds and portions of the San Francisco Bay estuary. Groundwater consists of springs and wells that originate from water stored in underground aquifers.<sup>3</sup> The potential beneficial uses of a water source are determined by water quality and quantity characteristics. Beneficial uses of water on District lands include recreation (fishing, swimming, boating), wildlife and fisheries habitat, livestock watering, drinking water, irrigation, and domestic use. The District monitors water quality to comply with water quality standards intended to protect public health.

**Park water resources will be used for beneficial purposes. Water quality will be monitored to comply with established standards. The District will participate in cooperative efforts to plan comprehensive watershed management, and will adopt “best management practice” guidelines for District land use activities to minimize potential storm water pollution. The District will monitor land use planning and development activities by other agencies and cities to avoid potential adverse impacts to park land from pollutants generated by offsite or upstream sources.**

##### **b. Riparian and Wetland Resources**

Riparian and wetland areas are transitional lands between terrestrial and aquatic systems, where the water table is usually at or near the surface or the land is covered by shallow water at least part of the year. Such areas include swamps, freshwater, brackish water and saltwater marshes, bogs, vernal pools, periodically inundated saltflats, intertidal mudflats, wet meadows, wet pastures, springs and seeps, portions of lakes, ponds, rivers, streams, riparian corridors and their buffer zones, and all other areas which seasonally or permanently exhibit at least one of the attributes described above. These water sources improve the value of the surrounding area as habitat for wildlife, and are themselves an essential habitat element for plants and animals that require free water or a wetland environment for all or part of their life stages.

**The District will manage riparian and other wetland environments to preserve and enhance the natural and beneficial values of these important resources and to prevent the destruction, loss, or degradation of habitat. The District will participate in the preservation, restoration and management of riparian and wetland areas of regional significance, and will not initiate any action that could result in a net decrease in park wetlands. The District will encourage public access to the Bay/Delta shoreline, but may control access to riparian and wetland areas, when necessary, to protect natural resources.**

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<sup>3</sup> An underground bed or layer of earth, gravel, or porous stone that yields water

## ***5. Geology, Soils, and Paleontology***

Soil--the part of the earth's crust that has been transformed as a result of decomposition, weathering, and organic decay processes--is a basic natural resource that plays a critical role in supporting life. Preventing soil loss due to landslides and wind and water erosion is an important resource management consideration on park land. A certain amount of natural erosion occurs due to steep slopes, immature soils, flooding, wildfire, and/or unstable geologic conditions. Other evidence of erosion can be attributed to past and current land use practices and other human activities. The most successful long-term approach to controlling soil erosion is to maintain vegetative cover and vegetation residue, as this approach forms a barrier to erosion and impedes the overland flow of water by increasing infiltration and inhibiting runoff.

Along with minimizing erosion, the District seeks to preserve the natural geological features of the regional parks and to protect paleontological resources, like the fossils of organisms from a past geological age that are embedded in rock formations.

**The District will identify existing and potential erosion problems and take corrective measures to repair damage and mitigate causative effects. The District will manage the parks to assure that an adequate cover of vegetation remains on the ground to provide soil protection. Where vegetative cover has been reduced or eliminated, the District will take steps to restore it, using native or naturalized plants adapted to the site. The District will minimize soil disturbance associated with construction and maintenance operations and avoid disruptive activities in areas with unstable soils, whenever possible. The District will arrest the progress of active gully erosion, where practical, and take action to restore these areas to stable conditions. The District will notify adjacent property owners of potential landslide situations on District lands to warn of potential risks and conform with applicable law, and will protect important geological and paleontological features from vandalism and misuse.**

## ***6. Wildland Management Methods***

The wildlands of the East Bay are a dynamic system developed over millennia through complex physical and biological processes, under such influences as fire and grazing animals. Fire is a primal force that plays an important role in the natural cycle of ecological succession, and many plants and animals have adapted to and depend upon recurring fire. Likewise, the native flora of the region evolved in association with grazing by large herds of prehistoric herbivores, long since extinct, and once abundant populations of elk and deer. The wildland flora we see today is a mixture of native vegetation and introduced, non-native annual grasses and herbs. Most wildlife species are native, with the exception of several species of introduced, non-native and feral animals. Wildland fires, which once burned unimpeded over wide areas, are largely suppressed today to protect life and property.



Research has demonstrated that active management which simulates the natural influences of fire and grazing animals can be an important factor in maintaining balanced and diverse ecosystems. Controlled livestock grazing and prescribed burning programs can be used to achieve these results. Other resource management methods, such as using machinery to crush, uproot, and mow, disk, or cut down vegetation, are useful in managing wildland resources on a small scale.

Integrated pest management (IPM) provides ecologically compatible practices and treatment strategies for the control of plant and animal pests. (Refer to "Pest Management Policies and Practices," October 1987, Resolution No. 1987-11-325). Fire management activities are carried out, as necessary, to reduce or maintain wildland fuels at acceptable levels.

**The District will conserve, enhance, and restore biological resources to promote naturally functioning ecosystems. Conservation efforts may involve using controlled grazing, prescribed burning, mechanical treatments, integrated pest management, and/or habitat protection and restoration. Restoration activities may involve the removal of invasive plants and animals or the reintroduction of native or naturalized species adapted to or representative of a given site.**

**Plant and animal pest species will be controlled by using integrated pest management (IPM) procedures and practices adopted by the Board of Directors. The District will employ integrated pest management practices to minimize the impact of undesirable species on natural resources and to reduce pest-related health and safety risks to the public within developed facilities and/or high-use recreational areas.**

**The District will manage park wildlands using modern resource management practices based on scientific principles supported by available research. New scientific information will be incorporated into the planning and implementation of District wildland management programs as it becomes available. The District will coordinate with other agencies and organizations in a concerted effort to inventory, evaluate, and manage natural resources and to maintain and enhance the biodiversity of the region.**

## **B. CULTURAL RESOURCE MANAGEMENT**

The lands managed by the East Bay Regional Park District have a rich and diverse cultural and historical background. Cultural resources include archaeological, historical, and scientifically valuable sites, areas, and objects. The District has a responsibility to preserve the legacy and the history of the peoples who occupied this land before the District was established and park properties acquired. Within the regional parks are some of the finest remaining Native American sites in the Bay Area. Native American descendants treasure these remnants of their ancestral heritage and look to the District for their continued protection. The parks also contain many historic features, including buildings, corrals, springs, and foundations in use today, that serve to educate citizens about the early settlers who carved an existence out of the land in the East Bay.

**The District will maintain a current map and written inventory of all cultural features and sites found on park land, and will preserve and protect these cultural features and sites "in situ," in accordance with Board policy. The District will evaluate significant cultural and historic sites to determine if they should be nominated for State Historic Landmark status or for the National Register of Historic Places; may acquire cultural and historic resource sites when they are within lands that meet parkland acquisition criteria; and will maintain an active archive of its institutional history and the history of its parklands and trails.**



TABLE 1

NATURAL RESOURCES MATRIX																				
#	Parkland	BIRDS (RTE)	OTHER ANIMALS (RTE)	PLANTS (RTE)	GEOLOGY OR FOSSILS	CULTURAL OR HISTORIC	NATIVE AMERICAN SITES	GRASSLANDS	CHAPARRAL	SHRUBLANDS	OAK WOODLAND	OAK/BAY WOODLANDS	MIXED EVERGREEN FOREST	REDWOOD FOREST	RIPARIAN	BAY OPENWATER AND TIDELANDS	BAY MARSH OR WETLANDS	FRESH MARSH OR WETLANDS	UNUSUAL NATURAL FEATURES	OTHER
1	ANTIOCH SHORE			●												●				
2	ARDENWOOD			●		●	●												●	●
3	BAY POINT																			
4	BIG BREAK	●	●	●							●				●	●	●	●		
5	BISHOP			●					●	●		●	●			●		●		
6	BLACK DIAMOND	●			●	●		●	●	●	●	●	●		●			●	●	●
7	BRIONES	●	●	●	●	●		●	●	●	●	●	●		●			●		
8	BROOKS ISLAND	●				●	●	●	●		●					●	●			●
9	BROWNS ISLAND			●		●		●								●	●			
10	CARQUINEZ STRAIT	●		●		●	●	●		●	●				●	●		●		●
11	CASTLE ROCK					●		●	●		●				●					
12	CHABOT- ANTHONY	●		●		●		●		●		●		●	●			●	●	●
13	CHABOT-LAKE	●		●		●	●	●		●		●			●			●		●
14	CLAREMONT CANYON		●					●		●		●			●					●
15	CONTRA LOMA		●	●		●		●			●				●			●		
16	COYOTE HILLS	●	●			●	●	●		●					●		●	●		
17	CROWN	●				●										●	●			
18	CULL							●		●		●			●			●		
19	DEL VALLE	●	●	●	●	●		●	●	●	●				●			●	●	●
20	DIABLO FOOTHILLS	●	●	●	●			●	●		●				●			●	●	
21	DON CASTRO	●						●	●		●				●					●
22	DRY CREEK PIONEER	●				●		●		●	●	●			●			●		
23	GARIN	●	●				●	●	●	●	●	●			●			●		
24	HAYWARD SHORE	●	●	●		●										●	●	●		
25	HUCKLEBERRY			●				●	●	●		●	●		●				●	
26	KENNEDY	●	●			●		●		●	●	●			●					●
27	LAS TRAMPAS	●	●	●	●	●		●	●	●	●	●			●			●		
28	LEONA			●				●		●		●			●					
29	LITTLE HILLS							●				●			●					
30	MARTIN LUTHER KING	●		●												●	●			
31	MARTINEZ SHORE			●		●				●				●		●	●			
32	MILLER/KNOX					●	●	●		●			●			●		●		
33	MISSION PEAK	●	●			●	●	●	●	●	●	●			●			●	●	
34	MORGAN TERRITORY	●	●	●	●	●	●	●	●	●	●	●			●			●		
35	OHLONE	●	●	●		●	●	●	●	●					●			●	●	●
36	OYSTER BAY	●														●	●			
37	PLEASANTON RIDGE	●	●	●		●	●	●	●	●	●	●			●			●		
38	PT. PINOLE	●	●	●	●	●		●								●	●		●	●
39	PT.ISABEL			●												●	●			
40	QUARRY LAKES	●						●										●		
41	REDWOOD	●				●	●	●	●	●		●	●	●	●	●				●
42	ROBERTS			●		●			●			●		●						
43	ROUND VALLEY	●	●				●	●	●	●	●				●			●		
44	SAN PABLO BAY															●	●			
45	SHADOW CLIFFS	●	●	●		●									●			●		
46	SIBLEY	●		●	●			●		●		●	●					●		●
47	SOBRANTE RIDGE			●				●	●	●		●			●					
48	SUNOL	●	●	●	●	●	●	●	●	●	●	●			●			●	●	
49	SYCAMORE							●			●	●						●		
50	TASSAJARA							●							●					
51	TEMESCAL			●	●	●			●			●			●					
52	TILDEN	●	●	●	●	●		●		●			●	●	●			●		●
53	VARGAS PLATEAU							●	●		●	●						●	●	
54	VASCO CAVES	●	●	●	●		●	●			●							●	●	●
55	WILDCAT	●		●	●	●	●	●		●		●			●			●	●	●



# **EAST BAY REGIONAL PARK DISTRICT 1996 MASTER PLAN**

## **CHAPTER III PUBLIC ACCESS AND SERVICES**

### **INTRODUCTION: PUBLIC ACCESS, INTERPRETATION, AND RECREATION**

One of the most unique features of the East Bay Regional Park District is that its parks and trails are easily accessible to virtually every Bay Area resident. Most park visitors are drawn from the 2.3 million residents of Alameda and Contra Costa Counties, all of whom can find regional park areas within 15 or 30 minutes of their homes. Indeed, no park in the system is much more than an hour away from any home by automobile or public transit. The District also welcomes people from throughout greater Northern California who live within convenient driving time of East Bay parks and visitors who come to the San Francisco Bay Area from around the world.

Many of the regional parks are several thousand acres in size. Most can generally be described as "open space" or "wildlands," as they remain in a relatively natural state except for trails and small, developed areas, usually located at the edges of the parks. Other parklands, usually smaller in size and located on previously developed areas, are designed and built to accommodate higher levels of access and use. This combination of natural areas and more developed (or "built") recreational areas offers visitors the opportunity for a wide variety of recreational activities, facilities, services, and programs.

The District develops recreational sites selectively and carefully, in keeping with the special features of each site. Generally, the public can find trails, picnic areas, and camping areas, as well as facilities that focus on the special resources of the site, such as a boat ramp on a lake. Some parks also include very unique facilities, such as a miniature steam train or a sand/coal mine. Built facilities are numerous, varied and well-used; however, they represent no more than 10 percent of District lands. (Refer to the Activities and Facilities Matrix on page 24.)

The District recognizes that people must understand and appreciate the intrinsic value of the parks' natural and cultural features if they are to care for them and enjoy them to the fullest. Thus, the District is committed to a strong educational effort that seeks to impart the value of the parks to visitors and instill in them an abiding environmental ethic.

#### **A. PUBLIC ACCESS**

##### ***1. Transportation Accessibility***

Regional parks are generally located within a 30 minute drive of East Bay residents' homes or places of employment. The District encourages access to and use of the Regional Park system by providing parking and trail heads at convenient locations. The District also advocates and



supports public transportation that provides easy access from communities throughout the District. While automobiles continue to be the primary means of getting to the parks, travel to parks on foot, horseback, and bicycle is becoming increasingly popular.

**The District will provide access to parklands and trails to suit the level of expected use. Where feasible, the District will provide alternatives to parking on or use of neighborhood streets. The District will continue to advocate and support service to the regional park system by public transit.**

## ***2. Accessibility for those Requiring Special Assistance or Facilities***

Facilities should be easily accessible for all park users. Comprehensive laws, such as the Americans With Disability Act (ADA) and the corresponding California Accessibility Code, require that places of public accommodation, commercial facilities, building additions, or alterations be designed and constructed to meet specific accessibility standards. The District implemented a “Whole Park Access” program in 1987 and continues to retrofit existing facilities to accommodate the needs of disabled park users. (Refer to the *Whole Park Access Study*, October 20, 1987, Resolution No. 1987-11-87.)

The District serves a broad economic spectrum of users, and recognizes the need to provide access for everyone, regardless of economic status. In every way feasible, the District strives to accommodate the need of the park user for affordable opportunities in the regional parks.

**The District will endeavor to assist individuals and groups who require special assistance with programs or facilities because of physical disability or economic circumstances.**

## **B. INTERPRETATION AND RECREATION SERVICES**

The District has placed renewed emphasis on recreational and interpretive programs that enhance access to and use of the park system. These programs are aimed at serving people of all ages, cultural backgrounds, and abilities, in keeping with the District’s vision and mission. Over time, this effort will increase public services while expanding public understanding of the important role that open space resources play in sustaining the quality of life for all Bay Area residents.

### ***1. Interpretation***

The objective of the Interpretive Program is to offer park visitors stimulating educational experiences that will instill in them an appreciation of the region’s natural and cultural resources and motivate them to conserve and protect these resources. In this pursuit, the District provides a variety of programs, services, and facilities. Specially trained naturalists and other professionals offer interpretive programs in visitors centers located throughout the region. Interpretive services include talks and tours, permanent and portable exhibits, resource materials, activities with



school groups and educators, and special events. With naturalist-led field trips and hands-on demonstrations, the parklands serve as “living laboratories” for students of all ages. (Refer to the *Interpretive Services Manual, 1983*.

**The District will provide a variety of interpretive programs that focus attention on the region’s natural and cultural resources. Programs will be designed with sensitivity to the needs and interests of people of all ages and backgrounds. Programs will enhance environmental experiences and foster values that are consistent with conserving natural and cultural resources for current and future generations to enjoy. The District will pursue and encourage volunteer support to assist in meeting these objectives.**

## **2. Recreation**

The District offers a variety of exciting programs designed to expand the recreational options for current park users as well as to reach out to individuals, families, and groups who have not had the opportunity to develop an active outdoor lifestyle. Participants in these regional programs can swim at lifeguarded beaches, picnic, camp, take Park Express bus trips through the parks, volunteer useful services, and enjoy a wide range of special events and outdoor activities. By offering programs that appeal to its diverse communities, the District plays a key role in promoting healthy, positive recreational uses of the regional parks. This exposure to the parks helps build public support for preserving open space and investing in regional recreational areas and facilities. (The District is currently preparing a Recreation Manual. Please refer to the Special Events Policy, April 30, 1985, Resolution No. 1985-4-110.

**The District will offer recreational programs and services that appeal to participants of all ages and backgrounds, in keeping with its vision and mission. The District will create and manage a comprehensive offering of recreational opportunities, tours, and outdoor skills training that will help visitors use and enjoy the parks and trails, and will collaborate with other agencies, organizations, and partners to provide a broad spectrum of regional recreational opportunities.**

## **C. RECREATIONAL FACILITIES AND AREAS**

The District’s 83,000 acres of scenic regional parks provide for many activities that require little more than access to footpaths and trails. Such activities include contemplation, nature appreciation, photography, painting, and birding. The District also provides a carefully developed system of active recreational areas and facilities that support a wider variety of opportunities, such as picnicking, camping, and aquatic activities. Beyond the standard facilities that are found in many of the parks, some parks offer special recreational resources, such as the merry-go-round, miniature steam train, and meeting hall found in Tilden Park. Future offerings may include an even greater variety of easily accessible regional recreational facilities. (Refer to the Recreation Facilities Matrix on page 24, for a complete list of facilities. For information about facilities planning, please see Chapter IV, page 38-43).

The District manages recreational facilities in a way that is sensitive to the preservation of natural and cultural resources and open space. Through the District's planning process, described in Chapter IV, recreational proposals are evaluated for suitability and designated for selected locations. In many cases, recreational facilities are operated by lessees, concessionaires and non-profit organizations. The public-private partnerships thus created help to serve the public interest by meeting demands for regional recreational opportunities that the District alone could not provide. (Refer to the EBRPD Concession Policy: October 4, 1994.

**The District will provide areas and facilities that serve the recreational needs of park users, in accordance with the plans, policies, and park classifications adopted by the Board of Directors. The District will generally not develop or provide facilities that are more appropriately provided by local recreational and park agencies. Where possible and appropriate, the District will provide multiple-use facilities to serve recreational needs.**

The following summarizes the variety and scope of currently built areas and facilities. It is not intended that this summary limit discussions about future areas and facilities. The Board of Directors will determine new development, in the context of the District's vision and mission.

***1. Trails***

The District provides over 1,000 miles of trails, including regional trails that connect parklands and provide access to local communities. Some trails are for walking or hiking only, while others accommodate multiple uses, like hiking and biking. The District also provides special trail development, such as board walks. In recent years, the demand for trails close to home has increased dramatically, and trail use has been on the rise for everything from basic transportation to healthful outdoor exercise.

**The District will expand its comprehensive trail system by providing more hiking and equestrian footpaths and more multiple-use paved and unpaved trails. A primary objective will be to link the regional parks through a District-wide system of trails.**

**a. Hiking and Equestrian Footpaths**

The District provides more than 200 miles of footpaths for hiking and equestrian uses. Footpaths are often designed to provide access to quiet, natural areas where construction of wider, multi-use trails would be inappropriate. Footpaths are found in all parks, particularly the older parks in the system.

**The District will continue to add footpaths throughout the system of regional parklands.**

## **b. Unpaved Multi-use Trails**

The District provides over 600 miles of unpaved, multiple use trails for walking, hiking, jogging, bicycle and horseback riding, and wheelchairs, where paved trails are not appropriate or necessary. Multi-use trails also provide access for service and emergency vehicles. Most of these trails were installed as service roads by prior owners.

**The District will expand its unpaved multi-use trail system as additional acreage and new parks are added. The District will continue to provide multi-use trails to link parks and to provide access to park visitor destinations.**

## **c. Paved Multi-use Trails**

The District currently provides over 130 miles of paved trails. These trails, primarily located in more developed areas, serve as a non-motorized circulation and transportation system connecting to public transportation hubs, employment and retail centers, and other destinations. Generally, the District's West Metropolitan Sector (Richmond to San Leandro, bounded by the East Bay hills) and South Metropolitan Sector (San Leandro to Santa Clara County in the south and San Joaquin County in the east) have a greater unmet need for paved, multi-use trails. (See sector on map, page 5.)

**The District will continue to plan for and expand the system of paved, multi-use regional trails connecting parklands and major population centers.**

## **2. *Picnic Areas***

The District is the primary source for group and family picnic sites in the East Bay. In 1996, the District provided over 4,000 picnic tables with cooking or barbecue equipment, over 100 reservable group picnic sites, and more than 300 family picnic areas. In addition, informal picnicking on lawns and in meadows is a popular pastime for park users. Demand for family and group picnic areas is increasing.

**The District will continue to develop group and family picnic facilities throughout the parks system and will continue to improve the reservation system.**

## **3. *Children's Play Areas***

The District currently provides children's play structures in 21 areas, including Martin Luther King Jr. Regional Shoreline, Pt. Pinole Regional Shoreline, Wildcat Canyon Regional Park, and Temescal Regional Recreation Area. Play areas are an integral part of these recreational areas, especially in conjunction with reservable group picnic areas or swim facilities that serve large numbers of children. These facilities provide a special place for young families and introduce children at an early age to the recreational opportunities available in the regional parks. In recent



years, the District has developed several play areas with an environmental theme to give these facilities an added interpretive value.

**The District will continue to develop Children's Play Areas in suitable park settings designated for recreation. The District will attempt to incorporate environmental and cultural themes in the design of these facilities.**

#### **4. *Aquatics***

The District offers aquatic activities at lakes throughout the two-county area and at shoreline sites along the San Francisco Bay and the Delta. A primary destination for aquatic activities in the region, the District provides beaches for swimming; marinas with rental boats, windsurfing boards, and launching areas; and opportunities for fishing at nine lakes and along some 60 miles of bay shoreline. Recreational angling opportunities range from no-fee, self-sustaining fisheries to fee-supported "put-and-take" operations that are specially stocked and closely monitored (see Chapter II). The District encourages angling at appropriate facilities with pedestrian, boat, and auto access. Demand for such access is growing.

**The District will continue to plan, develop and provide a regional system of aquatic facilities at parks that can support these activities. We will strive to improve public access to lakes and to the San Francisco Bay and Delta shorelines for boating and fishing, and we will increase access to swimming beaches.**

#### **5. *Camping***

The District is the primary provider of day and overnight camping facilities in Alameda and Contra Costa Counties. In 1996, the District concluded a major review of its camping program with the assistance of a citizen-based Camping Task Force and the District's Park Advisory Committee. As a result, the Board of Directors adopted a new comprehensive Camping Program for improving existing sites and for expanding the availability of camping opportunities by carefully adding new sites, using a step by step review process. (Please refer to Resolution #1996-4-80, adopted April 2, 1996.)

The District will develop a priority list of projects for upgrading current sites, for adding new camps to meet the growing camping needs of East Bay residents, and for welcoming campers from throughout the greater Bay Area and the world. Since funding for this expanded program is limited, the District will seek gifts, grants, and other forms of financial and operational support, including possible site development and operation by others. Each facility is to be designed and operated, to the maximum extent feasible, in a way that will serve individuals with physical disabilities. The District will plan, develop, and operate a balanced regional system of camps, including:



- *Day Camps:* The District will select and prepare 20 premier day camp sites, located geographically around the East Bay to ensure that youth groups will have access to sites with minimum driving time.
- *Group Camps:* The District will increase group camps to 50 sites balanced throughout the Region.
- *Backpack Camps:* The District will develop and operate a system of backpack sites for multi-day hikes, now that longer treks are possible on Regional Trails. The District will give priority to backpack camps for the Regional Trail links along the Bay Ridge Trail, for major loop links connecting Diablo Foothills, Mt. Diablo, Morgan Territory, and Black Diamond, and for the trail loop connecting Sunol, Ohlone, Del Valle Shadow Cliffs, and Pleasanton Ridge.
- *Family Camps:* The District currently operates three family camp sites. New family camps will be considered at parks listed in the Camping Program that can support this activity.
- *Residential Camps:* The District will move cautiously into this new program, identifying sites that are appropriate for group residential and retreat uses and seeking out others to develop and operate its residential camps. All residential camps will be specifically designed for full access and use by disabled individuals and groups.

**The District will continue to plan and develop a balanced system of regional camping facilities, including day camps, group camps, backpack camps, family camps, and residential camps.**

## **6. *Special Facilities***

The District operates special facilities that offer unique recreational opportunities and appeal to diverse interests. These special facilities include, for example, equestrian centers; meeting and conference areas; a botanical garden; golf courses; archery and marksmanship ranges; a water slide; a hang gliding area; model boat, train, and airplane areas; an historic merry-go-round; and an historic farm. Before constructing new special facilities or adding them through acquisitions, the District analyzes the proposed facilities to ensure that they are consistent with the District's vision and mission, that they are economically feasible, that they will not damage other parkland resources, and that they are desired by the visiting public. The processes for these evaluations are described in Chapter IV.

**The District will continue to provide special recreational facilities throughout the parklands to broaden the range of opportunities in the parks and to take advantage of existing resources. The District will ensure that these facilities are compatible with the District's vision and mission, with other parkland resources and priorities, and with public needs and demands.**



TABLE 2

[illegible]





# **EAST BAY REGIONAL PARK DISTRICT 1996 MASTER PLAN**

## **CHAPTER IV PLANNING AND ACQUISITION**

### **INTRODUCTION: PLANNING PROCESSES AND POLICIES**

The first plan for creating regional parklands, “Proposed Park Reservations for East Bay Cities” was written in 1930. The goals of this plan were highly publicized, well debated, and led ultimately to the formation of the East Bay Regional Park District in 1934. Since that time, the District has followed the practice of preparing plans for the future of the regional parks and submitting these plans to the public for review and comment. Over the years, planning based on informed public review has helped to distribute parkland resources equitably within the region and has formed a framework for acquiring, protecting, restoring, and managing park resources as well as for providing recreational facilities and services. This chapter describes the District’s planning processes and policies.

#### **A. BALANCED PARKLAND DISTRIBUTION: A GUIDING PRINCIPLE**

The East Bay Regional Park District strives to provide a balanced system of regional parks, trails, and services for all District residents, in keeping with this Master Plan.

For purposes of planning, the Master Plan divides the District into three sectors:

- West Metropolitan Sector (Richmond to San Leandro, bounded by the East Bay hills)
- South Metropolitan Sector (San Leandro to Santa Clara County in the south and to San Joaquin County in the east)
- Diablo Sector (east of the East Bay hills)

(Refer to Figure 1, Existing Parks and Trails, Chapter 1, page 5.)

The population percentages projected for the three sectors in the year 2005 are :

West Metropolitan Sector	35.6 %
Diablo Sector	32.8 %
South Metropolitan Sector	31.6 %

The District allocates resources based primarily on the population projections for the three sectors. However, to balance land acquisition, development, services, and parkland operations equitably among the sectors, the District evaluates a variety of other important factors on a project by project basis. These factors include financing, long-term goals, special opportunities,

and the unique characteristics of the sectors. The District also endeavors to take advantage of opportunities that can help to supplement or otherwise make the most of residents' tax dollars. Thus, the principle of balanced parkland distribution drives the District's long-term planning and acquisition activities; however, as a practical matter, the three sectors may not have exactly the same facilities and programs at any given time.

The passage of Bond Measure AA in 1988 enabled the District to greatly increase its acquisition and recreational development programs. Measure AA allocates funds equitably by planning sector and parkland, and includes a commitment to distribute bond funds equitably between Alameda and Contra Costa Counties.

In 1992, the size of the District increased by about 200 square miles with the annexation of eastern Alameda County. In 1994, the regional park and trail portions of the Livermore Area Recreation Park District's (LARPD) Master Plan were incorporated into the District's Master Plan on an interim basis. This Master Plan fully integrates eastern Alameda County into the East Bay Regional Park District. The current and proposed distribution of parklands is shown on the Regional Parkland and Trail Map, Figure 2, Chapter VI, page 54.

**The District will continue to acquire, develop, and operate areas and facilities and to provide programs and services with the primary goal of achieving a long-term balance throughout the park system. The District will continue to allocate resources based on the populations projected for the West Metropolitan, South Metropolitan and Diablo sectors. Eastern Alameda County will be added to the South Metropolitan sector. To make the most efficient use of public funds, the District will evaluate and seek to support and enhance the parks, programs, and services of other agencies.**

## **B. KEY ELEMENTS OF THE PLANNING PROCESS**

The District's planning efforts involve a core commitment to public participation and informed review; compliance with the laws; analysis of natural resources and assessment of public use objectives; protection of open space; and on-going liaison with other jurisdictions. Each of these key elements of the planning process is addressed below.

### ***1. Public Participation***

The District encourages public participation in all of its planning processes. For example, the District holds a public meeting before developing a Land Use Plan (LUP) to obtain comments about possible resources, activities, and facilities. The LUP process also includes review by the Park Advisory Committee (PAC), a citizen-based committee that provides wide-ranging guidance to the Board of Directors; a public meeting after a draft of the LUP is circulated; and a public hearing before the Board adopts the plan. As a part of this process, the District notifies interested agencies, groups, individuals, and park neighbors; notifies neighborhoods; and publishes news releases to publicize the public meetings.



**The District will notify the public about the publication of plans and the scheduled times for public review and comment. The Board will schedule plan review sessions in the geographic locale of interested communities, and will conduct other public outreach efforts as needed to fully communicate the goals of the plan and to accept review and comment from interested individuals.**

## ***2. Environmental Compliance***

The District follows policies and procedures that comply with the California Environmental Quality Act (CEQA). The District evaluates the environmental impact of planned projects and prepares the appropriate CEQA documentation for Board approval. In the case of parklands located adjacent to lands owned by other jurisdictions, the District fully considers the comments of these neighboring agencies in the plan preparation process. (Refer to Chapter IV for information about facilities planning.)

**All District planning documents will be developed and approved in compliance with the California Environmental Quality Act (CEQA).**

## ***3. Resource and Use Analysis***

Resource protection is a basic goal of the District planning process. To this end, the District conducts field investigations, research, and surveys that analyze existing conditions, constraints, potential threats, and opportunities, then recommends measures to address problems and mitigate the impact that plans may have on natural resources. The District actively seeks public review of these recommendations.

**The District will identify important natural resources in the parks and develop measures for protecting them. Based on its evaluation, the District will make recommendations and take appropriate action. The District will consider the needs and demands of potential park users along with resource information and recreational policies in determining future recreational facilities.**

## ***4. Open Space Protection***

Cities and counties in California are required by state legislation to include open space in their general plans. Open space is defined broadly in this legislation to cover land for preservation of natural resources, land for managed production of resources, land or water for protection of fishing or mineral deposits, land or water for recreation, or land for public health and safety. A wide range of public agencies and private groups are involved, and a wide range of approaches are being used, to preserve open space for these different purposes. The District participates actively in this open space preservation effort.

The District seeks to protect its parklands through scenic easements, development restrictions, zoning and land use regulations, and other techniques. The District also works with cities, counties, regional agencies, and public interest groups to preserve open space and important habitat in order to enhance biodiversity and protect wildlife habitat and corridors. The District participates in efforts to protect scenic or cultural resources, develop larger, multi-agency open space preserves, provide recreational opportunities, protect agricultural use, avoid hazards, and define appropriate urban growth boundaries.

**The District will work with other jurisdictions to develop open space preservation plans and policies that recognize the District's public interests in open space preservation and that are consistent with Board policy.**

### ***5. Liaison with Other Jurisdictions***

The District maintains direct relationships with other public agencies that have common interests through formal liaison committees, participates in joint powers agreements of various types, and serves on a wide range of special purpose committees and study groups. The District monitors the activities of the neighboring 32 cities, two counties, numerous special districts, and a variety of federal, state and regional agencies to identify mutual goals and to protect its interests. The District requests changes in proposed projects and/or specific mitigation measures and conditions of approval to protect or support its purposes. The District seeks financial assistance from other jurisdictions, as appropriate, in order to acquire, develop, operate, or maintain properties.

**The District will work actively with cities, counties and other governmental agencies to assure that they understand District interests and consider and protect those interests as they undertake plans or approve projects that affect the District. The District will seek to resolve conflicts in mutually satisfactory ways.**

**The District will work with local governments and other agencies to develop funding agreements that offset the cost of maintaining and operating open space, parklands and trails accepted by the District.**

## **C. ACQUISITION**

The District acquires land, or the right to operate land, through purchases, gifts, bequests, or dedication (as part of a land development or subdivision approval). It acquires rights to use land owned by others through easements, license agreements, operating agreements, special permits, or any other mutually agreed upon arrangement that permits the District to carry out its policies and programs, in keeping with the Master Plan.

## ***1. Park and Trail Acquisition Criteria***

In deciding whether to acquire land for parklands or trails, the District must consider whether a specific acquisition is consistent with the District's plans and policies, as set forth in the Master Plan, and, if so, whether the timing, price, and conditions of the acquisition are acceptable. The factors to be considered can vary widely, depending on the size and location of the property, the rights acquired, owner's requirements or interests, and funding sources.

The District seeks to acquire parklands and trails so that, over time, it maintains an equitable distribution of facilities and programs throughout the District. Each park or trail is generally composed of several acquisitions made over the years. Various parcels may have different attributes that work together for optimum public use. Potential acquisitions are considered with respect to the features they contribute, which may include natural resources, opportunities for recreation or for enjoying open space, historic or cultural resources, interpretive and educational opportunities, scenic value, access and transportation, or, in the case of trails, a needed link in the regional system. Many acquisitions offer several of these features.

Some acquisitions are made because they serve important operational or land management needs. For example, an acquisition may provide a logical, more manageable park boundary, protect trail or wildlife corridors, link properties, or eliminate an operational problem such as poor access, thus reducing costs. It may provide a buffer to protect important resources or prevent visual intrusion on parklands and open space. In some cases, also, an acquisition may be important as part of a coordinated program with another agency. The District usually acquires property that is contiguous to existing holdings, but it may acquire non-contiguous lands if doing so is consistent with implementation of the Regional Parks and Trails Map shown in Chapter VI, page 54.

The timing of an acquisition may be effected by such considerations as the availability of funding, especially from grants or outside sources, needs or desires of the seller, coordination with other agencies, the need to prevent the loss of an important site to development, or the opportunity to take advantage of favorable real estate market conditions.

**The District will acquire property in accordance with the 1996 Master Plan, giving careful consideration to operating and program needs, the District's financial position, timing factors that affect the sale of the property, and opportunities provided under Measure AA and any subsequent funding measures.**

## ***2. Acquisition Procedures***

After the District identifies a parcel that is important for carrying out the purposes of the Master Plan, the Board adopts a resolution in open session authorizing negotiations. The District obtains an independent appraisal of the parcel, and then enters into negotiation for the property at fair market value. The District does not exercise its right of eminent domain (condemnation) except



as a last resort or at the request of the property owner. After an option or purchase agreement is signed, the District brings to the Board a comprehensive Acquisition Evaluation which the Board reviews before taking action.

The District also works actively with cities and counties, other public agencies, and property owners to encourage them to convey to the District land or land rights that are consistent with the Master Plan and District programs. The District prepares an Acquisition Evaluation which the Board reviews before accepting land offered as a dedication, gift, or bequest.

**Before acquiring land or land rights, the District will prepare an Acquisition Evaluation for the proposed land, based on the best available information, to determine its consistency with the Master Plan and its suitability as an addition to the District's park and trails system.**

### ***3. Land Banking***

Most of the property the District acquires is usually not suitable for immediate use, due to such factors as lack of public access, the need to eliminate unsafe conditions, the need to protect natural or man-made resources, or the need to acquire contiguous land. Such property is not opened to the public and remains in "land bank status" until the constraints on public access are removed. While in land bank status, property is maintained at the minimum level necessary to protect District interests.

**The District will hold acquisitions in land bank status until the property is suitable for public access.**

### ***4. Parkland Dedication in Perpetuity and Parkland Disposition***

Under Public Resources Code Section 5540, the East Bay Regional Park District is authorized to dedicate land or property rights for public park and recreational use in perpetuity. This is a specific process through which the Board, by formal Resolution of Dedication, specifies that certain described and mapped lands are set aside permanently as public parkland or trail. Section 5540.5 of the Public Resources Code provides that the Board may, by unanimous vote, exchange up to ten acres per year of dedicated land under specified circumstances. The District, with the participation of the citizen-based Park Advisory Committee (PAC), annually reviews its undedicated land holdings to determine which may be suitable for dedication in perpetuity. For properties found to be suitable for dedication in perpetuity, an appropriate resolution of dedication is prepared and presented to the Board.

**District parklands that the Board determines are appropriate for permanent commitment to park, recreational, or trail use, will be dedicated in perpetuity as provided for in state law. Non-dedicated parklands that the District determines are not necessary or appropriate for District use may be transferred to other agencies or sold, when doing so is in the best interest of the District.**

## D. PLANNING FOR REGIONAL PARKS AND TRAILS

The East Bay Regional Park District's planning process is designed to inform the public and guide the District in proper land use, recreational development, and resource management in the regional parks and trails. Plans are based on a thorough assessment of site conditions and are instrumental in preserving open space areas by directing development and protecting natural and cultural features. They also identify recreational opportunities, based on an analysis of the needs and interests of potential visitors and an assessment of existing facilities.

The District's multi-faceted mission includes protecting natural and cultural resources and providing a wide range of recreational opportunities in the two-county area. Park and trail planning provides a major opportunity for interested people to review and comment about particular parks or trails so that the District can strike the appropriate balance between protection and recreation.

Planning has two phases. The District classifies an area by its general or predominant character. This classification indicates the general level of resource protection or recreational use appropriate for the area. The District then prepares a plan for resource management and proposed development. Park classification and land use planning work hand in hand to provide a long-range, comprehensive program for parks, trails, and facilities throughout the two-county area. These two planning phases are described below.

### *1. Classifying Parklands*

All District parks are categorized into the following five classifications: Regional Park, Regional Preserve, Regional Recreation Area, Regional Shoreline, or Regional Trail, as described below. The classifications set forth the minimum standards that an area must have to be considered part of the regional park system and indicate appropriate general levels of resource protection or recreational use. A classification is intended to apply to an entire area, based on its predominant characteristic. However, a park may also have features which are amenable to different levels of resource protection or recreational use. For example, a Regional Shoreline may include features that are also found in a Regional Preserve. The classification of a parkland may be changed by a resolution of the Board or in the course of land use planning.

**The District will classify existing and potential parklands in the Master Plan. At the time that the District prepares a Land Use Plan for a park, it will review the classification of the park and reclassify the park, if necessary.**

#### **a. Regional Park**

A Regional Park is a spacious land area with outstanding natural features and sufficient land area to support many outdoor recreation opportunities for the enjoyment and education of the public. There are 15 Regional Parks within the District: Anthony Chabot, Lake Chabot, Briones, Tilden,

Contra Loma Coyote Hills, Del Valle, Diablo Foothills, Dry Creek Pioneer, Garin, Pleasanton Ridge, Redwood, Round Valley, Vargas Plateau, Wildcat Canyon.

**A Regional Park must be 500 acres or more, including land and water. It must have scenic or natural resources in at least 70 percent of its area. A Regional Park must have the capacity to accommodate a variety of recreational activities; however, these activities cannot take place in more than 30 percent of its area.**

**b. Regional Preserve**

A Regional Preserve is an area with outstanding natural or cultural features that are protected for their intrinsic value as well as for the enjoyment and education of the public. The essential feature of a Regional Preserve may be open space; wilderness; scenic beauty; flora; fauna; or archeological, historic or geological resources. The name of the preserve may reflect these features, e.g., Huckleberry Botanic Preserve.

Generally, the size of a Regional Preserve is determined by the characteristics, nature, and needs of its special features. Lands designated as Wilderness Preserves are more than 3,000 acres in size and are situated next to other land holdings, making a total land mass of 10,000 or more acres.

The District has 17 Regional Preserves: Ardenwood Historic Farm, Bishop Ranch Open Space, Black Diamond Mines, Brooks Island, Browns Island, Claremont Canyon, Huckleberry Botanic, Las Trampas Wilderness, Leona Heights Open Space, Mission Peak, Morgan Territory, Ohlone Wilderness, Robert Sibley Volcanic, Shell Marsh, Sobrante Ridge Botanic, Sunol Wilderness, Sycamore Valley Open Space, and Vasco Caves.

Potential future preserves include: Alvarado Wetlands, Dublin Hills Open Space, Cedar Mountain Botanic, Dougherty Valley Open Space, Duarte Canyon, North Richmond Wetlands, Point Edith Wetlands, and Byron Hills Open Space.

**The primary objective of a Regional Preserve is to preserve and protect significant natural or cultural resources. A Regional Preserve must have great natural or scientific importance (for example, it may contain rare or endangered plant or animal species and their supporting ecosystems, significant fossils, unique geologic features, or unusual topographic feature) or be of such significant regional historic or cultural value as to warrant preservation.**

- **A Natural or Cultural Preserve must be of sufficient size to ensure that its essential elements can be managed so as to be protected and enjoyed.**



- **A Wilderness Preserve must be sufficiently wide at all points to minimize disturbance from noise and to protect the qualities of the wilderness; viewsheds in wilderness preserves should not degrade the values of the preserve.**
- **Undeveloped land which provides at least 200 acres of open space within or bordering an urban area may be acquired and designated as an Open Space Preserve.**

#### **c. Regional Recreation Area**

A Regional Recreation Area will provide a variety of outdoor recreational experiences on a site that is particularly well suited to the type of recreational activities that the District provides. There are nine regional Recreation Areas: Castle Rock, Cull Canyon, Don Castro, Kennedy Grove, Little Hills, Quarry Lakes, Roberts, Shadow Cliffs and Temescal. There are two potential Recreation Areas: Bethany Reservoir and Chain of Lakes.

**A Regional Recreation Area will be at least 40 acres in size, including both land and water area. It must have established or potential recreational resources that provide opportunities such as picnicking, swimming, fishing, and boating; it must lend itself to development for a variety of recreational uses that are compatible with important environmental features within or adjacent to the Regional Recreation Area; and it must be able to withstand intensive public use.**

#### **d. Regional Shoreline**

A Regional Shoreline provides significant recreation, interpretive, natural, or scenic values on land, water, and tidal areas along the San Francisco Bay and the Sacramento/San Joaquin Delta. There are 13 Regional Shorelines: Antioch, Bay Point, Big Break, Carquinez Strait, George Miller Jr./John T. Knox, Hayward Shoreline, Martin Luther King Jr. Shoreline, Martinez Shoreline, Oyster Bay Point Isabel, Point Pinole, Robert W. Crown Memorial State Beach, and San Pablo Bay. There are six designated potential regional Shorelines: Alameda Shoreline, Delta Access, Delta Recreation, Oakland-Richmond Shoreline, Pittsburgh-Antioch Shoreline, and Point Molate.

**A Regional Shoreline (one area or a group of smaller shoreline areas that are connected by trail or water access) must contain a variety of natural environments and manageable units of tidal, near-shore wetland, and upland areas that can be used for scientific, interpretive or environmental purposes; and/or contain sufficient land and water to provide a variety of recreational activities, such as swimming, fishing, boating, or viewing.**

#### **e. Regional Trail**

Regional Trails provide non-motorized, multiple-use, pedestrian, equestrian, and bicycling connections between District parks. They also link District parks with other local parks, open spaces, trails, transportation and employment centers, and urban communities. Regional Trails, by their nature, traverse a wide variety of terrain, ranging from urban streets to open range lands, irrigation canal banks, utility corridors, and former railroad rights-of-way. The District seeks to acquire and develop trails in usable links, with appropriate connections or terminus points for each link, to facilitate access.

**Regional Trails shall connect regional parks or trails to each other; to parks and trails of other agencies; or to areas of unusual scenic beauty, vista points, the San Francisco Bay, Delta or lake shoreline, natural or historic resources, or similar areas of regional significance.**

**Regional Trails may also connect regional parks and trails to important destinations such as transit centers, schools, colleges, civic centers, and other major institutions, employment centers, large commercial complexes, or residential areas. A regional water trail may provide a water connection with launching and landing sites for small watercraft to points along the San Francisco Bay shoreline and/or the Sacramento/San Joaquin River and Delta. Regional trails may be part of a national, state, or Bay Area regional trail system.**

The classifications of existing and potential regional parks and trails are summarized in Table 3, pages 35-37.

**TABLE 3****EXISTING AND POTENTIAL PARKS AND TRAILS LISTED BY  
REGIONAL PARKLAND CLASSIFICATION**

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**REGIONAL PARKS**

A spacious land area with outstanding natural features and sufficient size to support many outdoor recreational opportunities.

*Existing:*

Anthony Chabot  
Briones  
Charles Lee Tilden  
Contra Loma  
Coyote Hills  
Del Valle  
Diablo Foothills  
Dry Creek Pioneer

Garin  
Lake Chabot  
Pleasanton Ridge  
Redwood  
Round Valley  
Vargas Plateau  
Wildcat Canyon

*Potential:*

Cowell Ranch

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**REGIONAL PRESERVES**

An area with outstanding natural or cultural features that are protected for their intrinsic value and for the enjoyment and education of the public.

*Existing:*

Ardenwood Historic Farm  
Bishop Ranch Open Space  
Black Diamond Mines  
Brooks Island  
Browns Island  
Claremont Canyon  
Huckleberry Botanic  
Las Trampas Wilderness  
Leona Heights Open Space

Mission Peak  
Morgan Territory  
Ohlone Wilderness  
Robert Sibley Volcanic  
Shell Marsh  
Sobranite Ridge Botanic  
Sunol Wilderness  
Sycamore Valley Open Space  
Vasco Caves

*Potential:*

Alvarado Wetlands  
Dublin Hills Open Space  
Cedar Mountain

Dougherty Valley Open Space  
Duarte Canyon  
North Richmond Wetlands  
Point Edith Wetlands



## REGIONAL RECREATION AREAS

An area that will provide a variety of outdoor recreational experiences on a site that is particularly well suited to the type of recreational activities that the District provides.

### *Existing:*

Castle Rock  
Cull Canyon  
Don Castro  
Kennedy Grove  
Little Hills

Quarry Lakes  
Roberts  
Shadow Cliffs  
Temescal

### *Potential:*

Bethany Reservoir

Chain of Lakes

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## REGIONAL SHORELINES

An area that provides significant recreational, interpretive, natural, or scenic values on land, water, and tidal areas along the San Francisco Bay and Sacramento/San Joaquin Delta.

### *Existing:*

Antioch Shoreline  
Bay Point  
Big Break  
Carquinez Strait  
Coyote Hills  
George Miller Jr./John T. Knox  
Hayward Shoreline

Martin Luther King Jr. Shoreline  
Martinez Shoreline  
Oyster Bay  
Point Isabel  
Point Pinole  
Robert W. Crown Memorial State Beach  
San Pablo Bay

### *Potential:*

Alameda Shoreline (Naval Air Station)  
Delta Access  
Delta Recreation

East Shore State Park  
Pittsburg-Antioch Shoreline  
Point Molate

---

## REGIONAL TRAILS

An area that provides non-motorized, multiple-use pedestrian, equestrian, and bicycle connections between parks and links with other local parks, trails, transportation and employment centers, and urban communities.

### *Existing*

Alameda Creek  
Bay Area Ridge (portion)  
Black Diamond to Mt. Diablo

Briones to Las Trampas  
Briones to Mt. Diablo  
California Riding & Hiking

Calaveras Ridge (portion)  
 Contra Costa Canal  
 Delta/DeAnza (portion)  
 East Bay Skyline National Recreation  
 (Chabot to Wildcat) (Clark Boas)  
 Iron Horse (portion)  
 Kennedy Grove to Wildcat 25  
 Lafayette/Moraga  
 Las Trampas to Mt. Diablo 27  
 (Stone Valley, Green Valley)  
 Marsh Creek (portion)

Mission Peak to Monument Peak 33  
 Morgan Territory to Mt. Diablo 34  
 Ohlone Wilderness (Mission Peak to Del Valle)  
 Old Moraga Ranch  
 Redwood to Las Trampas\*\*  
 San Francisco Bay (portion)  
 San Ramon Valley to Concord 49  
 Sycamore Valley to Tassajara Creek  
 (Tassajara Creek portion)  
 Tilden to Briones  
 Wildcat Creek (portion)

### *Potential*

- 1 Antioch Pier to Big Break
- 2 Ardenwood to Coyote Hills
- 3 Black Hills to Lafayette Ridge
- 4 East Bay Shoreline
- 5 East Bay Shoreline to Claremont Canyon (deleted)
- 6 Bollinger Canyon to Las Trampas (deleted)
- 7 Burton Valley to Las Trampas
- 8 Chabot to Garin
- 9 Claremont Canyon to Tilden
- 10 Contra Costa Canal
- 11 Contra Costa Canal to Highway 4
- 12 Contra Loma to Marsh Creek
- 13 Coyote Hills to Santa Clara County
- 14 Carquinez to Briones
- 15 Cull Canyon to Bishop Ranch
- 16 Del Valle to Shadow Cliffs
- 17 Garin/Dry Creek to Mission Peak
- 18 Garin/Dry Creek to Pleasanton Ridge
- 19 Harbor Bay Island Loop (deleted)
- 20 Hayward Shoreline to Oyster Bay
- 21 Hayward Shoreline to Garin/Dry Creek (deleted)
- 22 Hercules to Briones
- 23 Hercules to Martinez
- 24 Indian Ridge to Moraga
- 25 Kennedy Grove to Wildcat (built)
- 26 Lake Merritt to Redwood
- 27 Las Trampas to Mt. Diablo
- 28 Las Trampas to Pleasanton Ridge
- 29 Lime Ridge to Mt. Diablo
- 30 Martinez to Briones
- 31 Martinez Shoreline to Edith Point
- 32 Miller/Knox to Wildcat Marsh
- 33 Mission Peak to Monument Peak (built)
- 34 Morgan Territory to Mt. Diablo (built)
- 35 Niles Canyon (Alameda Creek)
- 36 Niles Canyon to Shadow Cliffs
- 37 Oakland Estuary Shoreline
- 38 Old Alameda Creek
- 39 Orinda Loop (Sibley, Orinda, Lafayette)
- 40 Oyster Bay to Martin Luther King Jr.
- 41 Pinole Ridge Trail (deleted)

- 42 Pleasanton Ridge to Sunol
- 43 Point Isabel to Miller/Knox
- 44 Point Isabel to Wildcat Canyon (deleted)
- 45 Point Pinole to Martinez Shoreline
- 46 Richmond Shoreline to Point Pinole
- 47 Crown Beach to Martin Luther King Jr.
- 48 San Ramon to Shadow Cliffs
- 49 San Ramon Valley to Concord (built)
- 50 Sobrante Ridge to Kennedy Grove
- 51 California Riding & Hiking
- 52 Sycamore Valley to Mt. Diablo
- 53 Sycamore Valley to Tassajara Creek
- 54 Walnut Creek Channel to Contra Costa Shoreline
- 55 EBMUD Aqueduct
- 56 Morgan Territory to Big Break
- 57 Santa Fe Railroad (deleted)
- 58 Southern Pacific Railroad
- 59 California Aqueduct
- 60 Wildcat Creek Trail (built)
- 61 Del Valle to Brushy Peak
- 62 Del Valle to DeAnza
- 63 Iron Horse to San Joaquin County
- 64 Shadow Cliffs to Morgan Territory
- 65 Del Valle to Pleasanton Ridge
- 66 DeAnza Natural Historic Trail
- 67 (Alternative to Del Valle)
- 68 Ardenwood to Quarry Lakes
- 69 Arroyo De La Laguna
- 70 Brushy Peak to Vasco Caves
- 71 Brushy Peak to Morgan Territory
- 72 Los Vaqueros to Round Valley
- 73 Iron Horse to Sycamore Valley
- 74 Marsh Creek to Discovery Bay
- 75 Lafayette/Moraga to Lafayette Reservoir
- 76 Mt. Diablo to Black Diamond Mines
- 77 Tassajara Creek to Iron Horse
- 78 Union Pacific Shoreline Trail
- 79 Round Valley to Black Diamond Mines
- 80 Crown Beach to Alameda Naval Air Station
- 81 Ardenwood to Quarry Lakes

\*\*EBMUD permit may be necessary on certain portions of trail.  
 See Figure 2, page 54 for parkland and trail locations.

## ***2. Resource Management and Land Use Planning***

The District planning process determines strategies for future resource management, land use, and facility development. Planning projects vary greatly in scale depending upon the issues to be resolved and the goals to be achieved. The District has traditionally prepared a range of planning documents, discussed below, to achieve optimum public service. Planning documents include:

- a. Land Use Plan, or LUP (previously called Land Use-Development Plan)
- b. System-wide Plan
- c. Other Agency Plan
- d. Trail Plan (including Trail Corridor Study)
- e. Interim Land Use Plan, or ILUP (previously called Land Evaluation for Interim Use)

**The District will prepare plans that describe proposed land use designations, development projects, and land management strategies for trails and parks to protect park resources while providing for public use and access. The District will strive to create and maintain up-to-date information about each of its parks. Significant changes or amendments to adopted plans will require further public comment and Board action.**

### **a. Land Use Plan (LUP)**

A Land Use Plan (LUP) is the long-range plan for an entire park. It evaluates park resources, documents and recommends programs for managing and conserving these resources, discusses key planning issues, indicates relevant policies, and offers proposals for future recreational and service facilities to provide for the range of public recreational needs in the park. LUPs help the District and the public keep abreast of information that is critical to managing the parks wisely. An LUP typically includes a description and evaluation of existing facilities and natural and cultural resources; an assessment of public needs (which the District has ascertained by conducting surveys and receiving comment from residents); and a discussion of issues such as legal agreements and restrictions, adjacent land uses, pedestrian and vehicular access and circulation, parking, selection of appropriate recreation activities, unit designations, and options for facilities and utility service. Not all regional parks have LUPs; one of the District's long-term goals is to create an LUP for every park.

**Land use plans will identify future recreational use and resource management strategies for entire parks. The District will continue to prepare land use plans for new parks and will amend existing land use plans as needed to accommodate growth and change.**

### **b. System-wide Plan**

To create efficient strategies for land use, facilities, services, programs, or resource management involving several parklands or the entire two-county area, the District has introduced system-wide planning. An example of such planning is the District-wide Camping Plan. Other



opportunities for effective system-wide planning include managing vegetation, protecting and managing wildlife corridors, and balancing the distribution of services and facilities, such as service yard facilities.

**The District will prepare system-wide plans, as needed, to create strategies for land use, facilities, services, programs, or resource management that improve service to the region. Existing Land Use Plans that are inconsistent with system-wide plans will be amended to conform to system-wide plans.**

#### **c. Other Agency Plans**

The District uses plans adopted by other agencies, as appropriate, to avoid duplication of effort and to make planning more efficient. These agencies include owners of lands that the District operates, members of joint agencies, or higher authorities such as the state and federal governments. Examples of such plans include the Hayward Area Shoreline Plan developed under the auspices of the Hayward Area Shoreline Planning Agency and the Marsh Creek Trail Plan completed under the auspices of the City of Brentwood.

**The District will coordinate with other agencies and organizations involved in planning for jointly managed facilities that extend beyond its jurisdiction. When applicable, the District will use planning documents and California Environmental Quality Act (CEQA) documents produced by, or in cooperation with, other agencies for its park and trail planning and development.**

#### **d. Trail Plans**

The District's Regional Trail system is a comprehensive system that extends through the parks and connect them with other trail systems, urban communities, or points of special interest. The District seeks cooperative agreements or other partnership arrangements with public agencies or private organizations for planning, funding, or operating trails and trail heads. Some trails are jointly managed or extend beyond District jurisdiction as part of larger state or nationally designated systems. Examples include the San Francisco Bay Trail, the De Anza Trail, and the Mokelumne Coast to Crest Trail.

**Where trail alignment is not predetermined by a relationship to established corridors such as roads, railroad rights-of-way, canals, utility corridors, or similar facilities, the District will prepare a study or a plan for the trail, taking into account any factors it deems relevant to alignment and feasibility. After determining a feasible trail alignment, the District will seek to acquire the necessary land tenure and develop the trail for public use. The District may acquire a wider corridor for a proposed trail to provide an enhanced environment for the trail before determining the final alignment for the trail.**

**The District will coordinate with other agencies and organizations involved in planning for jointly managed regional trails or trails that extend beyond the District's jurisdiction. When applicable, the District will use planning and environmental studies done by or in cooperation with other agencies for trail planning and development.**

**e. Interim Land Use Plans (ILUP)**

The Interim Land Use Plan (ILUP) establishes the initial conditions for public access to a new parkland or to new lands added to an existing parkland. The ILUP addresses three basic issues: public access, resource protection, and public safety, including pedestrian and auto access points, parking, trail circulation, and other necessary improvements.

**Interim Land Use Plans will identify the minimum requirements for making a site safe and accessible for public use and for protecting resources.**

**3. *Facility Development***

The District builds facilities within the park and trail system to protect resources, serve operational requirements, and support recreational uses and activities. The location of facilities is designated in the Land Use Plan for each park. Facility development ranges from small projects--such as signs, fences, or footbridges across creeks--to utilities, roadways, parking lots, fishing piers, and visitor centers. The District schedules facilities for construction as part of the annual capital budget process (See Chapter V, p. 44). Factors that can influence construction scheduling include project size, the need to respond to emergencies, or the unforeseen availability of funding. The District also receives facility development proposals from other organizations or agencies, from the owners of easements that cross District lands, and from leaseholders. Policies that affect facility development appear below.

**a. General Development of Facilities**

**The District will seek to locate facilities in a manner that preserves open space whenever possible. The District will design proposed facilities so that their color, scale, style, and materials will blend with the natural environment. Park improvements will be designed to avoid or minimize impacts on wildlife habitats, plant populations, and other resources.**

**b. Capital Improvement Budget**

**The District will prepare a three-year Capital Improvement Budget as a part of its annual budget, listing construction projects to be built over a three-year period. The Capital Improvement Budget will be based upon available funds. The District will fully consider approved park plans in preparing the Capital Improvement Budget.**

**c. Development Proposals**

The District will follow established procedures and guidelines consistent with the Master Plan in considering proposals from individuals and groups who wish to develop or use facilities within the parks. It may be necessary to prepare an amended or focused planning or project document before the project can be approved. Fees may be charged to the individual or group proposing the project to cover permit, environmental, and planning costs. (Please refer to the Concession and Special Use Policy)

**d. CEQA Compliance**

The District will fully comply with the requirements of the California Environmental Quality Act (CEQA) for the development of new facilities. Evidence of CEQA compliance will be provided in the planning document or separately as a project-specific CEQA document.

**e. Undergrounding of Utilities**

New utility lines will be placed underground on land owned, operated, or managed by the District to retain the optimal visual qualities of the area. Rights-of-way and easements for utilities will not be granted without undergrounding. The District will work in cooperation with the utility companies to place existing overhead utilities underground (unless so doing conflicts with applicable codes) as soon as practical and will work with other agencies and neighbors to reduce visual impacts on adjacent lands. The District will seek to avoid the construction of high voltage power lines within the parklands, particularly in areas of sensitive or aesthetically important resources and in preserve areas.

**f. Communication Sites**

The District will keep its lands, including all ridges and peaks, free of additional communication facilities in order to maintain open viewshed, natural conditions, and public use as well as to limit vehicular and service activities. Communication sites will be regulated by the provisions of the 1994 Communication Site Policy. No new licenses will be granted beyond December 31, 1999, except for efforts that will consolidate sites or improve visual quality. The District will work to reduce the detrimental visual impact of buildings, towers, and access roads at existing sites and will work with other agencies and neighbors to reduce this impact on adjacent lands.



#### **4. Land Use Designations**

- The District establishes land use designations, also known as unit designations, as part of the planning process to indicate the various levels of resource protection and recreational intensity in the parks. All parklands, regardless of classification, are designated as either a Natural Unit or a Recreation/Staging Unit (a staging area offers access to visitors, through parking or a trail head, for example). The District identifies areas needing special protection or management, regardless of unit designation, as Special Protection Features (SPF) or Special Management Features (SMF). Each parkland is unique and will have different special features and mixes of Natural and Recreation/Staging Units.

**The District will establish unit designations (Natural Units, Recreation/Staging Units, Special Protection Features and Special Management Features) and will indicate the location of these units in its planning documents.**

##### **a. Natural Units**

The primary planning and management objective of a Natural Unit is to preserve and enhance natural habitat. The vast majority of the parklands in which lower intensity recreational activities (like hiking, backpack and horseback camping, riding, and bicycling) are permitted are identified as Natural Units. Natural Units may contain a variety of vegetation and habitat types as well as extremely varied topography and vistas. (Please refer to Appendix 2 for Planning and Management Guidelines for Natural Units.)

**Natural, open space, or wildland areas with lower intensity recreational uses and facilities (primarily trails) will be designated as Natural Units. Natural Units will generally comprise the majority of parkland acreage, except in Regional Recreation Areas. Parklands will be designated as Natural Units to maintain open space and significant features in a cohesive area. A Natural Unit may contain Special Protection Features and Special Management Features.**

##### **b. Recreation/Staging Units**

Recreation/Staging Units are generally located near access roads on relatively flat land areas and along natural or artificial water bodies--areas that are suitable for more intensive public recreational use and are of sufficient size to support the necessary parking, utilities, and infrastructure needed for such use. Recreation/Staging Units provide automobile access to the parks as well as parking facilities. Examples of the types of improvements that may be found in Recreation/Staging Units include rest rooms and showers, picnic areas, turfing meadows, interpretive facilities, play structures, camping facilities, equestrian facilities, meeting rooms, shelters, and aquatic facilities. Ideally, these areas are clustered and located at the edges of the parks, but they may be located within a park in special circumstances. Specific facilities for the

Recreation/Staging Unit of each parkland are identified in planning documents. The District complies with state and federal laws in making facilities within Recreation/Staging Units accessible to those with disabilities (Refer to Chapter III, p. 19-23 for policies that guide the management of Recreation/Staging Units. Planning and management guidelines for Recreational/Staging Units may be found in Appendix 2).

**Areas of higher level recreational use and concentrations of service facilities will be designated as Recreation/Staging Units. Where possible, these areas will be clustered and located on the edges of the park.**

**c. Special Protection Features**

Special Protection Features (SPF) identify areas with unique or fragile natural, cultural, aesthetic or educational features, such as biologic, hydrologic, archaeologic, historic, or geologic resources. This designation provides the greatest amount of protection for resources that require specialized types of management to preserve and enhance them. The District provides for this specialized management through management “prescriptions” which are written to guide the park maintenance and operating staff. Management prescriptions are developed for each type of Special Protection Feature, such as a rare flower.

**Areas with unique or fragile features will be designated as Special Protection Features to preserve and enhance them through specialized management. Special Protection Features may be closed seasonally or permanently to public access, if public access will endanger them.**

**d. Special Management Features**

Special Management Features (SMF) primarily identify constructed features such as fuelbreaks, plantations of exotic trees (such as a Monterey pine grove), farm fields, and dams that require specialized types of management. The District provides direction for managing each type of SMF through written “prescriptions” that are used by operations and maintenance staff.

**Areas and facilities that have special requirements, such as springs and dams, will be designated as Special Management Features.**

# **EAST BAY REGIONAL PARK DISTRICT 1996 MASTER PLAN**

## **CHAPTER V HUMAN AND FINANCIAL RESOURCES**

### **INTRODUCTION: OUR RESOURCE BASE**

To achieve its vision and mission, the East Bay Regional Park District must rely on a sound financial base, broad public involvement and support, skilled employees, and dedicated friends and associates. This chapter discusses these critical human and financial resources and sets forth policies intended to build a strong foundation for the future.

#### **A. PUBLIC PARTICIPATION**

The East Bay Regional Park District traces its beginnings to the actions of citizens who expressed the necessity to create a public park system in order to preserve the quality of life for present and future inhabitants of the region. Since that time, public participation has always played an essential role in District activities. The District encourages public comment, advice, and participation in the wide range of issues relating to the service it provides as a public agency. To this end, the Board has established a citizen-based Park Advisory Committee (PAC) to examine and make recommendations about policy matters and the plethora of issues that affect the District. The PAC meets regularly and reports its recommendations to the Board. The District is also increasingly aware of the need to communicate with neighbors and community groups on issues that affect local use and appreciation of the regional park system (See Chapter IV, p. 26, for information about public participation in planning).

**All meetings of the Board of Directors and its committees will be open to the public and conducted in full compliance with the provisions and intent of the Ralph M. Brown Act. The District will use the public meeting process to receive and evaluate public comment and will properly notify newspapers of general circulation in the area of its meetings. The District will communicate with neighbors and community groups and will conduct informational meetings with interested groups as needed to clarify District programs and activities. Where appropriate, the District will mail notices of its meetings to interested park users and adjacent landowners.**

**The District will provide public information services to encourage public use of the parklands and to present information on the purposes of the District, the environmental value of parklands, program offerings, and meeting schedules.**



**The District will use its best efforts to respond to the needs of its residents for regional park and recreational activities that will add to their enjoyment and quality of life. The District will establish programs to assist individuals and groups who require special help, including people who are elderly, physically disabled, or economically disadvantaged.**

**As necessary, the Board will establish special advisory committees, task forces, joint study committees, and joint powers agencies that will gather information, solve problems, and provide recommendations for complex parkland issues. These committees will report their recommendations to the Board.**

## **B. HUMAN RESOURCES**

The efforts of many people--employees, volunteers, elected board members, advisory committee members, contractors, concessionaires, interns, and others--are critical to the continued operation of the District and to the realization of the goals of this Master Plan. The largest percentage of the District's workforce is directly engaged in operating and maintaining the District's 83,000 acres of parklands and hundreds of miles of trails for the enjoyment and use of the public. People contribute their efforts to the District in accordance with applicable laws, labor agreements, the District's Administrative Manual, and policies regarding safety, compensation, training, supervision, diversity and recruitment. The District has developed an efficient and successful organizational structure and employs creative and well tested strategies for operating its parklands. The District will continue to use similar operational strategies to accommodate new land acquisitions, increased public use, and new park development.

### ***1. Employees***

The District's employees are the core of its human resource support system and provide a dedicated professional level of effort for all aspects of the District's operations. The District currently employs people as regular employees, whose employment generally continues from year to year; seasonal employees, who are hired as needed to fulfill work requirements during peak periods; and temporary employees, who are hired to fill short term, non-recurring needs. As delegated by the Board and directed by the General Manager, employees are responsible for all the day-to-day activities of the District and help, in every aspect of their work, to achieve the District's vision and mission.

**The District will maintain a staff of highly motivated and skilled public employees to manage, supervise and coordinate all aspects of the District's activities, including maintenance, operation, safety, education, administration, resource management, acquisition, development, and program services. These services will be supported through the use of volunteers, interns, contractors, concessionaires, or others.**

## **2. *Volunteers***

Volunteers form a critical link with individuals and organizations in our community, and provide an important level of support for District activities and programs. A cherished and valuable resource, volunteers support such diverse activities as trail patrol and maintenance, EMT (emergency medical technician) duties in the helicopter unit, park services and programs provided through Park Partners, special events, and interpretive and recreational activities. The District welcomes the participation of volunteers in all aspects of its operations and has a growing need for interested individuals and groups to help with resource management, recreational programs, and environmental education. To volunteer, contact any District employee or call District headquarters.

**The District will actively seek volunteers--individuals and organizations--to support its activities and programs, both on-going and new. Volunteer service will be coordinated with and integrated into the District's operations in a manner that compliments the services provided by staff, concessionaires, contractors, and others. The District will commit resources to support volunteer services and will offer formal recognition to acknowledge the value of volunteers.**

## **3. *Interns***

The services provided through intern programs represent a cooperative relationship between the District and other educational or service organizations. Interns are generally young persons seeking experience in the work world who may serve from several months to more than a year and are usually paid for their work. Interns provide significant service to the District for planning, management or financial studies, field work, and public outreach programs, and they receive valuable training in return. Interns provide an important link between the community and District, bringing new ideas to the District, and sharing the District's successful experience with District residents and potential future employees.

**The District will preserve and expand project opportunities for interns.**

## **4. *Concessionaires***

Concessionaires are businesses that use District facilities to provide services or activities that the District could not otherwise provide. Concessionaires typically provide some revenue to the District, although the amount may be nominal, depending on the type of service provided. Based on market conditions, financial records, quality of service, and experience at the facility, the District changes the operating mode of a service between a concession and an in-house operation, as needed. The District modifies or discontinues a concessionaire service should it not be consistent with the District's goals. (Refer to the Concession Policy, October 4, 1994.

**The District will use concessionaires that are economically viable as independent entities to augment services to the public. Concessions will be the preferred means of operation for equestrian, recreation, food service or retail sales services at District facilities, consistent with the District's mission. Concessionaires will be required to provide high quality service, maintain the condition of the facility, and provide some share of revenue to the District in return for the use of the District's assets.**

## **C. FINANCIAL RESOURCES**

To support its many activities, the District relies on several funding sources, all of which are subject to, and comply with, laws and procedures governing the financial activities of public agencies. The District's major source of financial support is property tax revenues. The District manages the monies it receives in three broad funding categories; General, Capital, and Special Revenue. Funds may be restricted based on law or policy, and are appropriated and disbursed in accordance with the District's Annual Budget, Landscape and Lighting District engineer's reports, or other mandated processes.

Measure AA--the Regional Open Space, Wildlife, Shoreline and Park Bond Act passed by District voters in 1988--has provided funding to round out and help complete a major portion of the District's system of parks, regional trails, and essential development projects that were envisioned in the 1988 District Master Plan. As such, Measure AA has provided a remarkable opportunity to add a variety of new parks, trails, and facilities to the East Bay Regional Park District. Unfortunately, operating revenues have not keep pace with acquisitions. The District deploys staff strategically and has introduced new technological tools to stretch operating funds as much as possible; however, funding the operation and staffing of a growing park system remains a challenge.

**The District will seek to protect and augment diversified, equitable, long-term funding sources that support the strategic goals described in this Master Plan, and will manage within these resources to assure the District's continuing sound financial operation.**

### ***1. Property Tax Revenues***

The major source of the District's General Fund is property tax revenues received in accordance with the master tax sharing agreements of both Alameda and Contra Costa Counties. The District receives funds from eastern Alameda County via a tax sharing agreement with the Livermore Area Parks and Recreation District; it does not collect property taxes from eastern Contra Costa County, where a separate Landscaping and Lighting District has been established to provide a funding source for District programs.

**The District will use property tax revenues as the primary means for meeting its public service responsibilities.**



## ***2. Fees and Charges***

The District derives revenue from parking and entry fees, fees for interpretive and recreational services, and sales of merchandise and miscellaneous items. Fees traditionally make up approximately 10 percent of the District's General Fund revenues. Fees are structured to recoup the costs of special events, and may be adjusted to limit impacts on, or encourage access to, parklands or facilities. The District may charge a premium for special activities and may elect to reduce or waive fees for individuals who require financial assistance and for non-profit community interest groups. The District reviews and adjusts fees and charges annually. New programs and activities offered in the future may have to be supported through user fees.

**The District may establish fees for programs and services.**

## ***3. Bonds and Other Borrowing***

The District has funded significant acquisitions and park construction through the \$225 million Measure AA bond program. This voter approved program began in 1988, and will continue through the final sale of bonds anticipated for the year 2001. The program is supported through a separate tax, over and above the general property tax. The District has also issued notes and entered into debt agreements with granting agencies and others in order to purchase land. These debts are obligations of the General Fund.

**The District will continue the Measure AA acquisition and development program and will issue bonds as necessary within the intent and authority of that program. Where economically advantageous, the District may borrow to make major capital equipment or fixed asset purchases. The District may borrow funds on a short-term basis against anticipated revenue to fund annual operations.**

## ***4. Revenue from Leases***

Several District properties include facilities leased to others for grazing, communication, or other purposes not directly related to District services. Revenues from such leases have historically made up one percent to two percent of District revenues.

**Leases will be negotiated to enhance park activities or value and to maximize revenue to the District. Revenues generated from leases will, at minimum, offset the direct and indirect costs of effecting the lease and are expected to provide additional revenue to the General Fund.**

## ***5. Benefit Assessment Districts***

In 1991 and 1993 respectively, the District established the East Contra Costa County and the Alameda/Contra Costa County Regional Trails Landscape and Lighting Benefit Assessment Districts. These two assessment districts provide approximately 10 percent of the District's operating revenues and are budgeted and accounted for separately from the District's General Fund.

**The District will continue administering the current benefit assessment districts and related zones of benefit, which support local open space and trail improvements.**

**The District will consider establishing additional zones of benefit in support of local open space or recreational facilities when these areas are congruent with Master Plan objectives. The District will also consider using benefit assessment revenues for acquisitions or improvements, or for debt service to fund such improvements.**

## ***6. Donations, Grants, and Endowments***

The District receives funding directly from donations and grants and indirectly through the fund-raising activities of the Regional Parks Foundation, a separate non-profit corporation that supports the District. Recently, the District has received significant funds that provide endowments for ongoing project work on trails and related facilities. In 1995, grants from a variety of federal, state, and local agencies and from several non-profit groups provided more than \$25 million in acquisition and improvement funds.

**The District will aggressively seek the donation of funds, assets, and services that support Master Plan goals. Funds will be disbursed through the annual budget process.**

## ***7. Agreements with Other Agencies***

The District engages in many different financial relationships with other agencies, including joint powers agreements, mutual aid, fee for service, tax sharing agreements, and contracts. Through fee-based agreements, the District receives revenue for such services as policing East Bay Municipal Utility District facilities and San Francisco Water Department lands and providing resource management or similar services to other local agencies. The District also has a tax sharing agreement with the Livermore Area Park and Recreation District to provide revenue in support of regional facilities in eastern Alameda County.

**The District will coordinate with and/or provide services to other agencies when the activities are related to the District's mission. Service agreements will include provision for payments to the District sufficient to support the direct and indirect cost of providing such services.**

# **EAST BAY REGIONAL PARK DISTRICT 1996 MASTER PLAN**

## **CHAPTER VI OUR SHARED FUTURE**

### **INTRODUCTION: OUR SHARED FUTURE**

The 1996 Master Plan is a rededication of the East Bay Regional Park District to the vision of its founders, the public spirited citizens and elected officials who accurately foresaw the great potential of this region and who had the courage and the will to advocate creating a park system for the benefit and enjoyment of the public. The plan is also an acknowledgment of the continuing commitment of the citizens, elected officials, and staff whose dedicated efforts have expanded the District from the first four parks established in 1934 to the present system of 56 regional parks and nearly 30 regional trails. This chapter addresses the key challenges of the years ahead, describes the future physical growth and expansion of the District, and highlights the priorities for the next decade. It concludes by discussing the annual budget, which is the chief vehicle for realizing the goals of the Master Plan.

### **A. KEY CHALLENGES**

Today, because of urbanization, the need for a regional system of publicly owned open space areas, recreational facilities, and trails is perhaps even greater than it was 62 years ago. And, as in 1934, the times are uncertain. Efforts to restructure local government, ballot initiatives, and legislative pressures all threaten the District with the potential loss of essential revenues, in the face of growing demand for services. This persistent climate of economic uncertainty is one of the key challenges that will shape the East Bay Regional Park District of the twenty-first century.

Other key challenges include population growth and the related need for more open space and recreational resources; the increased ethnic and cultural diversity of the East Bay; improved scientific knowledge in the areas of natural and cultural resource management; and land use changes that could create new regional parks in urban areas. The District accepts the responsibility to address these important challenges, to exploit the opportunities created by change, and to continue its long tradition of public service.

The population of the East Bay Regional Park District is becoming increasingly more culturally diverse. In 1930, just prior to the creation of the District, 34,000 people (6% of the District's population) were non-white. Today, almost 840,000 of the region's 2,082,000 residents (approximately 40%) are non-white. In addition, District residents in growing numbers are choosing to honor and celebrate their ethnic and cultural heritage in the regional parks. The trend to cultural diversity is expected to continue. By the year 2010, no single group will comprise more than fifty percent of the District's population. In light of these projected changes in the



population of Alameda and Contra Costa Counties, the varying recreational interests of different communities, and the geographic distribution of these communities, the District has expanded its efforts to be aware of and sensitive to the needs of diverse park user groups and to adapt its services to meet these needs.

**The District will continue to adapt its services and programs in response to changes in the East Bay's resident population, recognizing that the cultural diversity of the District is expected to increase.**

**The District will develop programs and activities consistent with the District's mission that respond to the recreational preferences of its culturally diverse population and that recognize the heritage of District residents. The District will also focus on developing programs to involve youth in District programs and activities. These programs will be coordinated, whenever possible, with other organizations in the East Bay, emphasizing partnerships with school districts, recreation and conservation agencies, and community groups.**

**The District will broaden its outreach efforts, multilingual media programs, and signage to inform the public about its mission, recreational programs and facilities, and hiring practices and opportunities, and to encourage participation in all aspects of its activities. The District will communicate to its various audiences with sensitivity to their needs and will seek to ensure that its purposes and services are well understood. The District will solicit community input on an on-going basis regarding how to interest and meet the needs of its constituency.**

**The District will include members of its increasingly diverse population in all aspects of its operations: from hiring staff and engaging consultants, contractors, and concessionaires to appointing docents, interns, and others; and it will be sensitive to the diversity of its population in the design and operation of District facilities and the prioritization of District acquisitions. An emphasis will be placed on developing the multilingual capabilities of the District.**

## **B. PARKS, TRAILS, AND SERVICES FOR THE TWENTY-FIRST CENTURY**

The major areas of growth envisioned in this Master Plan for the next 10 years include completing the Measure AA Bond Program and establishing regional trails and parks in eastern Alameda County. Measure AA funds will be used to purchase expansions to existing and new parks, obtain trail rights-of-way, develop extensions of the Regional Trail System, and complete \$40 million in essential public access and park improvements.

### ***1. Future Parks and Trails***

The future physical growth and expansion of the East Bay Regional Park District is described on the Regional Parkland and Trail Map, Figure 2, page 54. This map shows the location of existing regional parks and indicates future, desired regional parks and trails. The map also

recognizes the broad system of interrelated open space lands and recreational opportunities provided by other public agencies that, taken together with District lands, form a substantial open space resource for the citizens of Alameda and Contra Costa Counties. The graphic symbols showing potential parks and trails do not indicate specific parcels or trail alignments. These symbols represent a general area where a regional park or trail is desirable and could possibly include several facilities. Designation of such sites on this plan does not ensure acquisition but rather establishes the direction of the District's desired growth.

## **2. Master Plan Priorities**

This 1996 Master Plan sets the following priorities for the next decade:

- *Complete the acquisition and facility development program of Measure AA and acquire the new park sites and trail corridors identified in this Master Plan.*
- *Complete a system-wide plan that will include an inventory of resources, unit designations, and resource prescriptions.*
- *Complete key park and trail projects in the eastern part of the District to serve newly annexed areas and anticipate urban growth. Where possible, enhance facilities, services and programs provided by other agencies.*
- *Complete the missing sections of the Bay Area Ridge Trail and the San Francisco Bay Trail.*
- *Actively seek individual, business and corporate sponsorships, encourage volunteer activities, and form other partnerships that improve the availability of services.*
- *Expand camping facilities and programs and develop new sites to serve youth, families and groups.*
- *Expand interpretive and recreational programs to reach more District residents. Launch a focused effort to attract young people and families into the regional parks. Develop recreational programs and services to meet community needs.*
- *Encourage local communities, agencies, and organizations to create opportunities for children, youth, and families to come to the regional parks.*

## **C. SHAPING THE FUTURE: THE ANNUAL BUDGET**

The chief vehicle for translating the District's vision and mission into action is its annual budget. The District evaluates and prioritizes all proposed services each year in the course of preparing its annual budget, which serves as its "plan" for the coming year, in keeping with the goals of the Master Plan.

As part of the annual budget process, the District analyzes the impact that new acquisitions, facility development, and increased levels of use will have on its operations, and makes strategic adjustments. Since 1989, the District has accommodated growth in parks, trails, and services within budget revenues by carefully balancing financial resources with desired services.

The District develops its annual budget with public review and comment. Thus, the preparation of the budget each year provides an on-going opportunity for residents of the two-county area to participate in shaping the future of the regional parks.

The Board of Directors and the staff of the East Bay Regional Park District are committed to working day by day, year by year, to achieve the goals of this 1996 Master Plan. We welcome the involvement of all District residents in this important endeavor.

**The District will continue to use the annual budget process as the primary means for achieving the goals of the Master Plan and will manage the growth of the regional park system within available budget revenues. New sources of revenue will be sought and adjustments to basic services will be considered during the budget process in order to provide new, modified, or expanded services.**



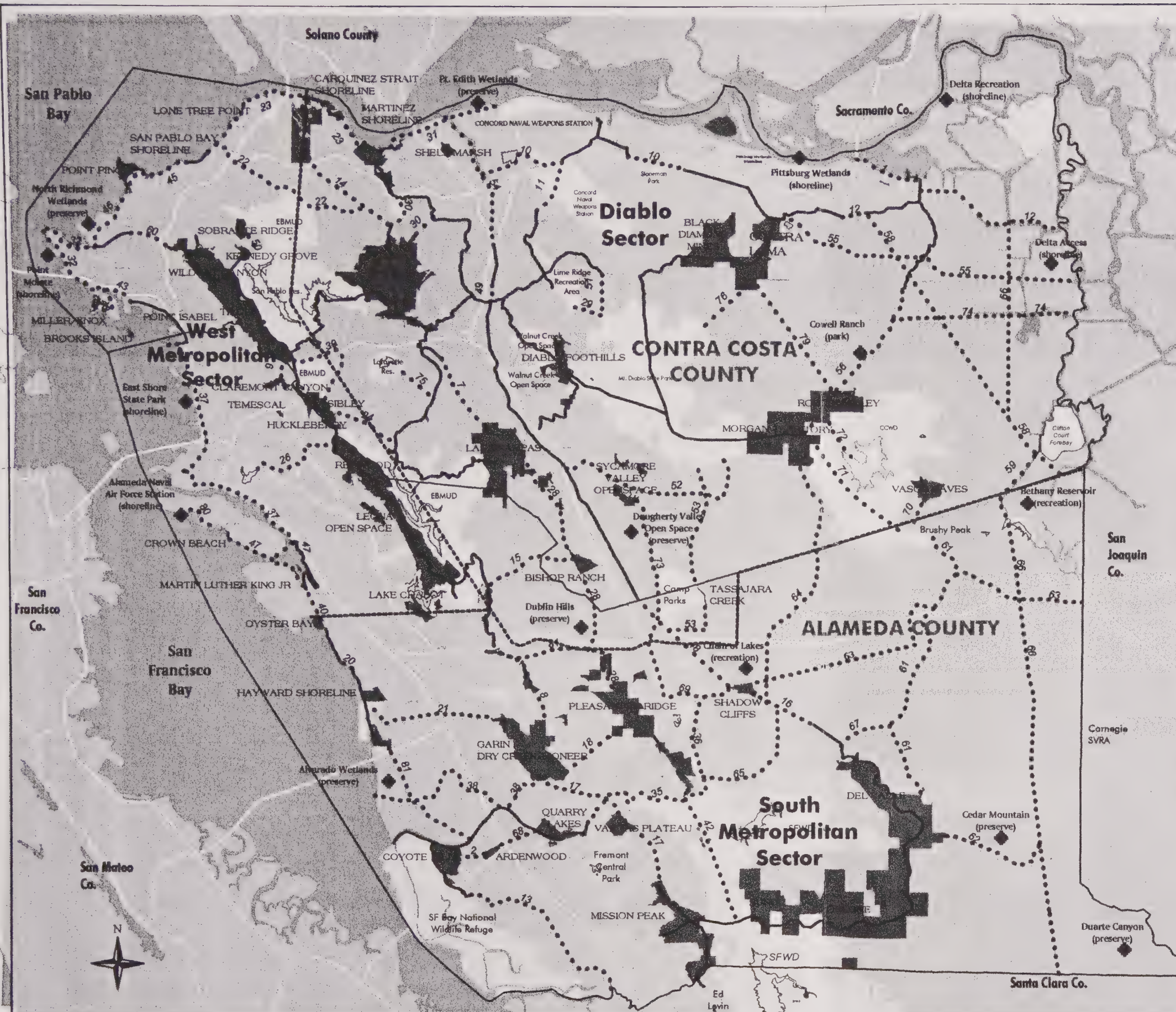




# East Bay Regional Park District

## Regional Parkland & Trail Map 1996 Master Plan

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## Appendix 1

### EAST BAY REGIONAL PARK DISTRICT BOARD POLICIES AND ADMINISTRATIVE MANUALS

The Board of Directors has adopted policies covering subjects that are, in some instances, also summarized in this Master Plan. A policy that is adopted by resolution of the Board is normally more detailed and is to be considered the operative policy, if there are differences or questions of detail. Following adoption of this Master Plan, the Board will review each policy listed below to bring it into consistency with the new Master Plan.

The Board has adopted the following policies that are referenced in the Master Plan:

- |                                      |                                 |
|--------------------------------------|---------------------------------|
| 1. Integrated Pest Management Policy | 7. Camping Program Policy       |
| 2. Fees and Charges Policy           | 8. Surplus Land Disposal Policy |
| 3. Ordinance #38                     | 9. Children's Play Area Policy  |
| 4. Volunteer Policy                  | 10. Cultural Diversity Policy   |
| 5. Concession and Special Use Policy | 11. Land Dedication Policy      |
| 6. Communication Site Policy         |                                 |

The Board has also adopted policies that are not referenced in this Master Plan, including the following:

- |   |                                      |
|---|--------------------------------------|
| 1. Board Operations Guidelines          | 13. Fire Closure Policy              |
| 2. Good Neighbor Policy                 | 14. Personnel Administration Policy  |
| 3. Special Events Policy                | 15. Reservations Policy              |
| 4. Environmental Problems Action Policy | 16. Affirmative Action Policy        |
| 5. Whole Park Access Policy             | 17. Swimming Program Policy          |
| 6. Security Residence Policy            | 18. Mitigation Policy                |
| 7. Public Policies and Procedures       | 19. Investment Policy                |
| 8. Trail Naming Policy                  | 20. Interface Fire Prevention Policy |
| 9. Services, Non-discrimination Policy  | 21. Prescribed Burning Policy        |
| 10. Fixed Assets Policy                 | 22. Naming Policy                    |
| 11. Tree Management Policy              | 23. Bicycle Policy                   |
| 12. Communications Policy               | 24. Fee Waiver Policy                |

Under the General Manager's direction, the staff has developed several operational manuals, handbooks, and directives to guide managers and supervisors in their daily activities. The Board has accepted, adopted, or authorized implementation of the following manuals, and has delegated authority to the General Manager for reviewing them, revising them, and bringing them into consistency with the new Master Plan. Policies within manuals that require Board approval will be brought to the Board for review and consideration.

- |                                 |                                     |
|---------------------------------|-------------------------------------|
| 1. Trails Manual                | 13. Emergency Preparedness Manual   |
| 2. Aquatic Operations Manual    | 14. MSDS Program Manual             |
| 3. Signing Manual               | 15. Financial Operations Manual     |
| 4. Concessions Manual           | 16. Hazardous Trees Manual          |
| 5. Standard Facilities Manual   | 17. Police and Fire Directives      |
| 6. Wildlands Management Manual  | 18. Park Operations Manual          |
| 7. Vegetation Management Manual | 19. Safety Manual                   |
| 8. Park Horticulture Manual     | 20. Revenue Manual                  |
| 9. Volunteer Handbook           | 21. Interpretive Services Manual    |
| 10. Energy Conservation Manual  | 22. Environmental Review Manual     |
| 11. Vehicle Operations Manual   | 23. Public Safety Operations Manual |
| 12. Fire Operations Manual      | 24. Employee Training Manual        |

## APPENDIX 2

### PLANNING AND MANAGEMENT GUIDELINES

#### *I. Planning and Management Guidelines for Natural Units*

- The District will provide access and staging opportunities for fire prevention, police, maintenance, and public use. Natural Units will generally not be crossed or disturbed by public roads. However, roadways that exist when land is acquired may have to remain open. A parkland may contain narrow rural roads which the District may use for trails, public safety, or maintenance, or may abandon if not needed. The District will limit its construction of roads to the minimum necessary. The District will not permit motorized vehicles other than emergency or maintenance vehicles, unless identified in the individual park plan. The District will oppose the development of new public roads by other public agencies through its parklands and will not construct scenic roads. Bicycle use will be regulated through Ordinance 38.
- Improvements permitted within a Natural Unit include narrow footpaths and wider multi-use trails to serve hiking, riding, bicycling and other trail users, backpack and equestrian camps, occasional benches and picnic tables, hiking huts or shelters, overlooks, and structures and displays for interpretation, as appropriate. Also, in appropriate locations, the District may create resources such as marshes, wildlife habitat areas, and ponds for outdoor interpretation. Facilities for resource management, park operations, and public safety may include corrals, security residences, fencing, telephone, potable water, and toilets.
- Trails in Natural Units will be marked with informational and directional signs. The District will clearly designate restricted uses. The District will provide patrol and security in coordination with local law enforcement agencies and other agencies such as water districts, where appropriate.
- In a Regional Preserve that is of historic value the District will seek to use construction styles that are consistent with and associated with historical periods. If the District considers replicating or re-creating former structures on historical sites, the parkland planning document will establish the necessary level of authentication to maintain historic integrity.
- In an Open Space Preserve, public documents (such as subdivision reports) for the entire development should discuss maintenance agreements, agricultural use, and other use of the parkland to avoid future misunderstanding. The District will negotiate agricultural-level fencing before it accepts land given as a gift. The District can only dispose of Open Space Preserves to another public agency or non-profit open space agency. Such disposition can occur only if the future use of the area is restricted to parks and agricultural uses in perpetuity.



- Where a larger land feature--such as a canyon, narrow valley, ridge, plateau, or floodplain--intersects the Regional Trail Link, the trail should encompass the entire width of the feature, if feasible, to provide appropriate open space.

## ***II. Planning And Management Guidelines for Recreation/Staging Units***

- Parks and trails should have at least one area that is suitable for staging/parking purposes; selected staging areas may include horse-trailer parking. Recreation/Staging Units are to be located at the edge of a Natural Unit whenever possible to minimize roads within the park.
- Recreation/Staging Units contain primary recreational development and parking/staging facilities, such as restrooms, public safety and maintenance service facilities, research facilities, signage, kiosks, interpretive facilities, picnic areas, turfed meadows, food concessions, camping facilities, equestrian facilities, archery and other regional, non-profit recreational facilities, and other appropriate regional recreation facilities. Shoreline or water-oriented parks may include beaches, bath houses, fishing piers, boat launches, marinas, and services related to boating and fishing.
- The design and landscaping of all facilities will harmonize with the surrounding natural landscape. Facilities will be designed to avoid or minimize impacts on natural resources.
- If a Regional Preserve has a designated historical period, the Recreation/Staging Unit will have an appearance that harmonizes with the style of its historic period. The District may permit commercial uses for an historic building--such as crafts, stores, book shops, and art shops--if these uses are harmonious with the style of the building and if they do not adversely affect the preservation and enhancement of the structure's historical significance.
- The District may need to alter the environment or conduct extensive maintenance to facilitate intensive public recreational and interpretive use of the Regional Recreation Area. Alterations may include creating habitat areas, ponds, artificial lakes, and playing fields.
- The District will strive to expand public shoreline access to a Regional Shoreline. Landing or launching spots for small boats will be incorporated when feasible. Except for facilities that must be on the shoreline or over the water surface, the District will confine all staging and recreational facilities, where possible, to uplands that are a minimum of 100 feet from the actual shoreline. Facilities such as parking that do not depend on water will be located in areas that are screened from view, when practical.

- Where feasible, the District will provide multi-use opportunities within the same trail corridor. Bicycling and equestrian paths will be separate wherever possible, although they may share a common corridor. Regional Trails should be wide enough to accommodate designated users. The use of motorized vehicles, such as motorcycles, mini-bikes, and mopeds, is prohibited on Regional Trails.
- The District will take appropriate measures to protect adjacent or nearby properties from Regional Trail activity and to protect trail users from activity on adjacent or nearby properties. These measures may include signage, planting, control of vegetation or pests, and assistance in providing fencing or gates. The District will consult and work cooperatively with property owners or operators, especially in agricultural areas of active cropland or range land, to identify and control or eliminate conflicts.
- The District will patrol Regional Trails, provide signs, and may provide fencing to assure appropriate security for adjacent farmland property and crops. In areas of Eastern Contra Costa County with active, or potentially active, crop production, the District will develop and operate trails only after consulting with adjacent property owners and mitigating any conflicts. The District will provide fencing, signs, and patrolling of trails to ensure the security of adjacent rangeland property, after consulting with adjacent property owners. The District will route and design trails to minimize trail-related impact on adjacent rangeland uses.
- The District will encourage other agencies, community organizations, and businesses that can benefit from trail access to develop and operate feeder trails and connections to the Regional Trails.
- Recreation/Staging Units will be located at strategic access points along a Regional Trail Link. The District will consolidate staging facilities whenever possible with other regional parklands as well as with local parks, schools or other facilities.
- The Recreation/Staging Unit for a Regional Trail will be developed with a primary focus on facilities that are adequate and appropriate for trail users. These may include parking areas for automobiles and/or horse-trailers, equestrian centers, sanitary facilities, drinking water, picnic areas, shelters, and trail head signs. A Recreational/Staging Unit may also contain additional facilities that are not primarily oriented toward trail users, including play fields, fishing areas, or landscaped areas, as long as these facilities do not conflict with the primary purpose of the Recreation/Staging Unit or with conservation of the environment.

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